Open Agenda

Education & Children's Services Scrutiny Sub-Committee

Wednesday 14 January 2015
7.00 pm
Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

Membership

Councillor Jasmine Ali (Chair)
Councillor Lisa Rajan (Vice-Chair)
Councillor Evelyn Akoto
Councillor Anne Kirby
Councillor James Okosun
Councillor Kath Whittam
Councillor Kieron Williams
Martin Brecknell
Lynette Murphy-O'Dwyer
Abdul Raheem Musa
George Ogbonna

Reserves

Councillor Catherine Dale
Councillor Lucas Green
Councillor Sunny Lambe
Councillor Rosie Shimell
Councillor Charlie Smith

INFORMATION FOR MEMBERS OF THE PUBLIC

Access to information You have the right to request to inspect copies of minutes and reports on this agenda as well as the background documents used in the preparation of these reports.

Babysitting/Carers allowances If you are a resident of the borough and have paid someone to look after your children, an elderly dependant or a dependant with disabilities so that you could attend this meeting, you may claim an allowance from the council. Please collect a claim form at the meeting.

Access The council is committed to making its meetings accessible. Further details on building access, translation, provision of signers etc for this meeting are on the council's web site: www.southwark.gov.uk or please contact the person below.

Contact Julie Timbrell on 020 7525 0514 or email: julie.timbrell@southwark.gov.uk

---

Members of the committee are summoned to attend this meeting
Eleanor Kelly
Chief Executive
Date: 6 January 2015

PRINTED ON RECYCLED PAPER

Education & Children's Services Scrutiny Sub-Committee

Wednesday 14 January 2015
7.00 pm
Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

Order of Business

Item No.	Title	Page No.

PART A - OPEN BUSINESS

1. APOLOGIES

2. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

In special circumstances, an item of business may be added to an agenda within five clear working days of the meeting.

3. DISCLOSURE OF INTERESTS AND DISPENSATIONS

Members to declare any interests and dispensations in respect of any item of business to be considered at this meeting.

4. MINUTES

Minutes to follow.

5. SOUTHWARK SAFEGUARDING CHILDREN BOARD REPORT

Independent Chair, Michael O'Connor, will present. The report is to follow.

Item No.	Title	Page No.

6. REVIEW: ATTAINMENT GAP 1 - 108

A summary of schools that have completed the scrutiny survey is attached.

A selection of reports on the social factors impacting on attainment are attached. These have been provided by Professor Steve Strand, who presented at the recent Southwark Headteachers Executive conference.

7. MINI REVIEW: ADOPTION - FEEDBACK FROM ADOPTION FOCUS GROUPS 109 - 111

A focus group was held on 11 December 2014 with several adopters and potential adopters to inform the review. Attached is a summary of the main issues raised. A write up is to follow.

8. FREE HEALTHY SCHOOL MEALS (FHSM) 112 - 170

Previous iterations of the scrutiny committee have conducted a review FHSM and a final report is being prepared.

9. WORK-PLAN

To follow.

DISCUSSION OF ANY OTHER OPEN ITEMS AS NOTIFIED AT THE START OF THE MEETING.

PART B - CLOSED BUSINESS

DISCUSSION OF ANY CLOSED ITEMS AS NOTIFIED AT THE START OF THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT.

Date: 6 January 2015

PHASE	School2	Address	Clan	**Form**
Children Centre	1st Place Children & Parents Centre	CHUMLEIGH STREET SE5 0RN	Camberwell	
Primary	Albion Primary JMI & NC	ALBION STREET SE16 7JD	Rotherhithe	
Primary	Alfred Salter Primary School JMI & NC	QUEBEC WAY SE16 7LP	Rotherhithe	
Children Centre	Ann Bernadt Early Years Centre & Nursery	29 CHANDLER WAY SE15 6DT	Peckham	
Nursery	Ann Bernadt Nursery	CHANDLER WAY SE15 6OY	Peckham	
Academy	ARK All Saints Academy	WYNDHAM ROAD LONDON SE5	Camberwell	
Academy	Bacons College	TIMBER POND ROAD SE16 6AT	Rotherhithe	
Primary	Bellenden Primary School	REEDHAM STREET SE15 4PF	Nunhead & Peckham	
SEN	Beormund	CROSBY ROW SE1 3PS	Bermondsey	
Primary	Bessemer Grange Primary School JMI &	DYLWAYS SE5 8HP	Camberwell	
SEN	Bethlem & Maudsley Hospital School	MONKS ORCHARD ROAD BR3 3BX	Camberwell	Yes
Children Centre	Bishops House Children's Centre	5 KENNINGTON PARK PLACE SE11	Borough, Bankside	
Primary	Boutcher C of E Primary School JMI	93 GRANGE ROAD BERMODSEY LO	Bermondsey	
Primary	Brunswick Park Primary School JMI & NC	PICTON STREET CAMBERWELL SE5	Camberwell	
Primary	Camelot Primary School JMI & NC	BIRD IN BUSH ROAD SE15 1QP	Peckham	
Primary	Charles Dickens Primary School JMI & NC	TOUMIN STREET SE1 1AF	Borough, Bankside	
Children Centre	Charlotte Sharman (annex) Children's	WEST SQUARE SE11 4SN	Borough, Bankside	
Primary	Charlotte Sharman Foundation Primary	WEST SQUARE SE11 4SN	Borough, Bankside	
SEN	Cherry Garden	MACKS ROAD SE16 3XU	Bermondsey	
Academy	City of London Academy	LYNTON ROAD SE1 5LA	Bermondsey	Yes
Primary	Cobourg Primary School JMI & NC	COBOURG ROAD SE5 0JD	Walworth	
Children Centre	Coin Street Family & Children's Centre	99a UPPER GROUND SE1 9PP	Bermondsey	
Primary	Comber Grove Primary School JMI & NC	COMBER GROVE SE5 0LQ	Camberwell	Yes
Secondary FS	Compass School	Compass School Southwark, Drum	Rotherhithe	Yes
Primary	Crampton Primary School JMI & NC	LLIFFE STREET SE17 3LE	Walworth	
Children Centre	Crawford Primary School	CRAWFORD ROAD SE5 9NF	Camberwell	Yes
Primary	Crawford Primary School JMI & NC	CRAWFORD ROAD SE5 9NF	Camberwell	
Children Centre	Dog Kennel Hill Primary School (South	DOG KENNEL HILL SE22 8AB	Camberwell	
Primary	Dog Kennel Hill Primary School JMI & NC	DOG KENNEL HILL SE22 8AB	Camberwell	
Primary Academy	Dulwich Hamlet Junior School JM	DULWICH VILLAGE SE21 7AL	Dulwich	
Primary	Dulwich Villiage C of E Infants	DULWICH VILLAGE SE21 7AL	Dulwich	
Primary	Dulwich Wood Primary School	BOWEN DRIVE SE21 8NS	Dulwich	
Nursery	Dulwich Wood Nursery School &	LYALL AVE, KINGSWOOD ESTATE S	Dulwich	
Primary	English Martyrs RC Primary School	FLINT STREET, LONDON SE17 1QD	Walworth	
SEN	Evelina Hospital School	EVELINA CHILDREN'S HOSPITAL, LE	Borough, Bankside	Yes (partial)
Primary	Friars Primary (Foundation) School JMI &	WEBBER STREET SE1 0RF	Borough, Bankside	
Academy	Globe Academy Upper,Middle & Lower	HARPER ROAD SE1 6AG	Borough, Bankside	
Primary	Gloucester Primary School JMI & NC	BURCHER GALE GROVE PECKHAM	Peckham	

Primary	Goodrich Primary School JMI & NC	DUNSTANS ROAD SE22 0EP	Dulwich	
Primary Academy	Goose Green Primary School JMI & NC	TINTAGEL CRESCENT EAST DULWIC	Dulwich	
Primary	Grange Primary School	WEBB STREET SE1 4RP	Bermondsey	Yes
Nursery	Grove Nursery School	TOWERMILL ROAD SE15 6BP	Camberwell	
Children Centre	The Grove Children & Family Centre	TOWER MILL ROAD SE15 6BP	Camberwell	
Academy	Harris Academy Peckham	112 PECKHAM ROAD SE15 5DZ	Peckham	
Academy	Harris Academy Bermondsey	55 SOUTHWARK PARK ROAD SE16	Bermondsey	
Academy	Harris Boys Academy East Dulwich	PECKHAM RYE LONDON S220AT	Dulwich	
Academy	Harris Girls Academy East Dulwich	HOMESTALL ROAD SE22 ONR	Nunhead & Peckham	
FREE SCHOOL	Harris Primary Free School (Peckham)	112 PECKHAM ROAD SE15 5DZ	Peckham	
Primary Academy	Harris Primary Academy Peckham Park	MARMONT ROAD SE15 5TD	Peckham	
SEN	Haymerle Special School	HAYMERLE ROAD SE15 6SY	Peckham	
Primary	Heber Primary School JMI & NC	HEBER ROAD SE22 9LA	Dulwich	
SEN	Highshore School	BELLENDEN ROAD SE15 5BB	Nunhead & Peckham	
Primary	Hollydale Primary School JMI & ERC	HOLLYDALE ROAD SE15 2AR	Nunhead & Peckham	
Primary	Ilderton Primary School JMI & NC	VARCOE ROAD SE16 3LA	Rotherhithe	Yes
Children Centre	Ivydale Primary School	IVYDALE ROAD SE15 3BU	nunhead & Peckham Rye	
Primary	Ivydale Primary School JMI & NC	IVYDALE ROAD SE15 3BU	Nunhead & Peckham	
Primary	John Donne Primary School JMI & NC	WOODS ROAD SE15 2SW	Nunhead & Peckham	
Primary	John Ruskin Primary School JMI & NC	JOHN RUSKIN STREET SE5 0PQ	Camberwell	
FREE SCHOOL	Judith Kerr	62-68 HALF MOON LANE SE24 9JE	Dulwich	
Primary	Keyworth Primary School JMI & NC	FAUNCE STREET SE17 3TR	Walworth	
Academy	Kingsdale School	ALLEYN PARK SE21 8SQ	Dulwich	
Children Centre	Kintore Way Children's Centre	GRANGE ROAD SE1 3B2	Bermondsey	
Nursery	Kintore Way Nursery School	GRANGE ROAD LONDON SE1 3BW	Bermondsey	
Primary	Lyndhurst Primary School JMI & NC	DENMARK HOUSE GROVE LANE SE	Camberwell	
Primary	Michael Faraday Primary School JMI & NC	PORTLAND STREET SE17 2HR	Walworth	
Nursery	Nell Gwynn Nursery School	MEETING HOUSE LANE SE15 2TT	Peckham	Yes
Children Centre	Nell Gwynn Nursery School/East Peckham	MEETING HOUSE LANE SE15 2TT	Peckham	Yes
SEN Academy	Newlands Academy	STUART ROAD SE15 3AZ	Nunhead & Peckham	
Secondary	Notre Dame RC Girls' School	118 ST GEORGES ROAD SE1 6EX	Borough, Bankside	Yes
Primary	Oliver Goldsmith Primary School JMI & NC	PECKHAM ROAD SE5 8UH	Peckham	
Primary	Peter Hills with St Mary's & St Pauls C of E	2 BEATSON WALK SE16 5ED	Rotherhithe	
Primary	Pheonix Primary School	MARLBOROUGH GROVE SE1 5JT	Bermondsey	
Children Centre	Pilgrims Way Primary School	TUSTIN ESTATE, MANOR GROVE, S	Rotherhithe	
Primary	Pilgrims Way Primary School JMI & NC	Tustin Estate, Manor Grove SE15 1	Rotherhithe	
Children Centre	Redriff Primary School	SALTER ROAD SE16 5LQ	Rotherhithe	
Primary Academy	Redriff Primary School JMI & NC	SALTER ROAD SE16 5LQ	Rotherhithe	
Primary	Riverside Primary School JMI & NC	JANEWAY STREET SE16 4PS	Bermondsey	Yes (partial)

Primary	Robert Browning Primary School JMI & NC	KING AND QUEEN STREET SE17 1D	Walworth	
Primary	Rotherhithe Primary School JMI & NC	ROTHERHITHE NEW ROAD SE16 2P	Rotherhithe	
Children Centre	Rotherhithe Primary School under 5's Cent	ROTHERHITHE NEW ROAD SE16 2P	Rotherhithe	
Primary	Rye Oak Primary and Nursery Class	WHORLTON ROAD SE15 3PD	Nunhead & Peckham	
Children Centre	Rye Oak Primary School & Children's	WHORLTON ROAD SE15 3PD	Nunhead & Peckham	
Academy	Sacred Heart RC School	TRAFALGAR STREET LONDON	Camberwell	
SILS	SILS 3	2 DAVEY STREET, LONDON, SE15 6	Peckham	
SILS	SILS 4	PORLOCK STREET SE1 3RY	Bermondsey	
Primary	Snowsfields Primary School JMI & NC	KIRBY GROVE SE1 3TD	Bermondsey	
Children Centre	South Bermondsey Children and Parent Ce	TENDA ROAD ROTHERHITHE SE16	Bermondsey	
Primary	Southwark Park Primary School JMI & NC	GALLYWALL ROAD, LONDON SE16	Bermondsey	
FREE SCHOOL	Southwark Free School	*LEDBURY HALL, PENCRAIG WAY, SE*	Peckham	
SEN	Spa School	MONNOW ROAD SE1 5RN	Bermondsey	
Primary	St. Anthony's RC Primary School	ETHEROW STREET SE22 0LA	Dulwich	
Primary	St. Francesca Cabrini RC Primary School	FOREST HILL ROAD SE23 3LE	Nunhead & Peckham	
Primary	St. Francis RC Primary School JMI & NC	FRIARY ROAD SE15 1RQ	Peckham	
Primary	St. George's Cathedral (0430) RC Primary	33 WESTMINSTER BRIDGE ROAD S	Borough, Bankside	
Primary	St. George's(043) C of E Primary School	COLEMAN ROAD SE5 7TF	Camberwell	
Primary	St. James C of E Primary School JMI	ALEXIS STREET SE16 3XF	Bermondsey	
Primary	St. James the Great RC Primary School JMI	RYE HOUSE PECKHAM ROAD SE15	Peckham	
Primary	St. John's & St. Clement's C of E Primary	ADYS ROAD SE15 4DY	Nunhead & Peckham	
Primary	St. John's (3669) RC Primary School JMI &	ST ELMOS ROAD SE16 6SD	Rotherhithe	Yes
Primary	St. John's Walworth (0345) C of E Primary	LARCOM STREET SE17 1NQ	Walworth	
Primary	St. Joseph's (026) RC Primary School JMI	GOMM ROAD SE16 2TY	Rotherhithe	
Primary	St. Joseph's (5203) Roman Catholic Juniors	PITMAN STREET SE5 0TS	Camberwell	
Primary	St. Joseph's (5204) Roman Catholic Infants	PITMAN STREET SE5 0TS	Camberwell	
Primary	St. Joseph's(014b) RC Primary School	GEORGE ROW, LONDON SE16 4UP	Bermondsey	
Primary	St. Joseph's Catholic Primary JMI & NC	LITTLE DORRIT COURT, REDCROSS	Borough, Bankside	Yes
Primary	St. Judes C of E Primary School JMI & ERC	COLNBROOK STREET SE1 6HA	Borough, Bankside	
Primary	St. Mary Magdalene C of E Primary School	48 BRAYARDS ROAD SE15 3RA	Nunhead & Peckham	
Academy	St. Michael's Catholic College	LLEWELLYN STREET SE16 4UN	Bermondsey	Yes
Primary	St. Paul's C of E Primary School JMI & NC	PENROSE STREET SE17 3DT	Walworth	Yes
Primary	St. Peter's C of E Primary School JMI	LIVERPOOL GROVE SE17 2HH	Walworth	
Secondary	St. Saviours & St. Olaves School	NEW KENT ROAD SE1 4AN	Borough, Bankside	
Secondary	St. Thomas the Apostle College	HOLLYDALE ROAD SE15 2EB	Nunhead & Peckham	
PRU	Summerhouse Primary Pupil Referral Unit	GOODRICH ROAD SE22 0EP	Dulwich	
Primary	Surrey Square Primary School	SURREY SQUARE SE17 2JY	Walworth	
Primary	The Cathedral School of St Saviour & St	REDCROSS WAY SE1 1HG	Borough, Bankside	
Academy	The Charter School	RED POST HILL SE24 9JH	Camberwell	

Primary	Tower Bridge Primary School JMI & NC	FAIR STREET SE1 2AE	Bermondsey
Primary	Townsend Primary School JMI & NC	TOWNSEND STREET SE17 1HJ	Walworth
SEN	Tuke School	DANIEL GARDENS OFF SUMNER RO	Peckham
University	Unversity Engineering Academy	103 BOROUGH ROAD LONDON SE1	Bermondsey
Primary	Victory Primary School JMI & NC	RODNEY ROAD WALWORTH SE17 1	Walworth
Children Centre	Victory Primary School	RODNEY ROAD SE17 1PT	Walworth
Academy	Walworth Acadamy	SHORNCLIFFE ROAD SE1 5UJ	Walworth
	Cathedral School of St Saviour and St Mary Overie		

sent a link

House of Commons

Education Committee

Underachievement in Education by White Working Class Children

First Report of Session 2014-15

Report, together with formal minutes relating to the report

Ordered by the House of Commons
to be printed 11 June 2014

HC 142
INCORPORATING HC 727, SESSION 2013-14
Published on 18 June 2014
by authority of the House of Commons
London: The Stationery Office Limited
£0.00

The Education Committee

The Education Committee is appointed by the House of Commons to examine the expenditure, administration, and policy of the Department for Education and its associated public bodies.

All publications of the Committee (including press notices) and further details can be found on the Education Committee web pages.

Current membership

Mr Graham Stuart *(Conservative, Beverley and Holderness)* (Chair)
Neil Carmichael MP (*Conservative, Stroud*)
Alex Cunningham MP (*Labour, Stockton North*)
Bill Esterson MP (*Labour, Sefton Central*)
Pat Glass MP (*Labour, North West Durham*)
Siobhain McDonagh MP (*Labour, Mitcham and Morden*)
Ian Mearns MP (*Labour, Gateshead*)
Caroline Nokes MP (*Conservative*, *Romsey and Southampton North*)
Mr Dominic Raab MP (*Conservative, Esher and Walton*)
Mr David Ward MP (*Liberal Democrat, Bradford East*)
Craig Whittaker (*Conservative*, *Calder Valley*)

Chris Skidmore MP (*Conservative*, *Kingswood*) was also a Member of the Committee for this inquiry.

Contents

Report

Summary

White working class underachievement in education is real and persistent. White children who are eligible for free school meals are consistently the lowest performing group in the country, and the difference between their educational performance and that of their less-deprived white peers is larger than for any other ethnic group. The gap exists at age five and widens as children get older. This matters, not least because the nature of the labour market in England has changed and the consequences for young people of low educational achievement are now more dramatic than they may have been in the past.

The possible causes and contributors to white working class underachievement are many and various, and include matters in home life, school practices, and wider social policies. We received evidence on a broad range of policy areas and relevant factors, many of which fell outside education policy. Our report holds a mirror up to the situation—it does not attempt to solve the problem on its own—but it is clear that schools can and do make a dramatic difference to the educational outcomes of poor children. Twice the proportion of poor children attending an outstanding school will leave with five good GCSEs when compared with the lowest rated schools, whereas the proportion of non-FSM children achieving this benchmark in outstanding schools is only 1.5 times greater than in those rated as inadequate. Ofsted's inspection focus on performance gaps for deprived groups will encourage schools to concentrate on this issue, including those that aspire to an "outstanding" rating.

Our inquiry focused on pupils who are eligible for free school meals, but there are many pupils just outside this group whose performance is low, and it is known that economic deprivation has an impact on educational performance at all levels. Data from a range of Departments could be combined in future to develop a more rounded indicator of a child's socio-economic status and used to allocate funding for disadvantaged groups. The improvement in outcomes for other ethnic groups over time gives us cause for optimism that improvements can be made, but not through a national strategy or a prescribed set of sub-regional challenges. Schools need to work together to tackle problems in their local context, and need to be encouraged to share good practice in relevant areas, such as providing space to complete homework and reducing absence from school.

Policies such as the pupil premium and the introduction of the Progress 8 metric are to be welcomed as measures that could improve the performance of white working class children and increase attention on this group. Alongside the EEF "toolkit", our recommendation for an annual report from Ofsted on how the pupil premium is being used will ensure that suitable information on how to use this extra funding reaches schools. An updated good practice report from Ofsted on tackling white working class underachievement would also help schools to focus their efforts. Meanwhile, further work is needed on the role of parental engagement, particularly in the context of early years.

The Government should also maintain its focus on getting the best teachers to the areas that need them most, and should give more thought to the incentives that drive where

teachers choose to work. Within a school, the best teachers should be deployed where they can make most difference. Schools face a battle for resources and talent, and those serving poor white communities need a better chance of winning. White working class children can achieve in education, and the Government must take these steps to ensure that that they do.

1 Introduction

Background

1. In June 2013, Ofsted's report *Unseen children: access and achievement 20 years on*[1] was reported as having exposed the problem of "white working class children" underachieving in England's education system.[2] Ofsted described how white British children eligible for free school meals were now the lowest-performing children at age 16, with only 31% of this group achieving five or more GCSEs at A*–C including English and Mathematics.[3] At the launch of the report, Her Majesty's Chief Inspector (Sir Michael Wilshaw) noted that the size of this group meant that tackling this issue was an important part of the "closing the gap" agenda:

> The underperformance of low-income white British pupils matters, particularly because they make up the majority—two-thirds—of such pupils. So the lowest-performing group of poor children is also the largest. If we don't crack the problem of low achievement by poor white British boys and girls, then we won't solve the problem overall.[4]

PISA 2009 data has shown that in England the impact of a student's socio-economic background is significantly higher than the OECD average; countries such as Hong Kong, Canada, Finland, Iceland and Korea all do better for their socially and economically disadvantaged students than England does.[5] Public attention has also been drawn to the educational prospects of white working class children within higher education. In January 2013, the Minister for Universities and Science (Rt Hon David Willetts MP) suggested that white working class boys should be a particular focus for the Office for Fair Access, in a similar manner to its approach to ethnic minorities and disadvantaged groups.[6]

2. The Government's stated aim is to "ensure that a child's socio-economic disadvantage does not limit their educational outcomes by age 19, compared to their peers", with a strategy of raising the attainment of all pupils, ensuring that more disadvantaged pupils reach the thresholds that are crucial for future success, and narrowing the attainment gap between them and their peers.[7] As part of this strategy it has implemented policies such as the pupil premium.[8] We therefore decided to investigate the underachievement in education of white working class children.

---

1 Ofsted, *Unseen children: access and achievement 20 years on* (June 2013)

2 "White working class boys are consigned to education scrapheap, Ofsted warns", *The Daily Mail*, 15 June 2012

3 Ofsted, *Unseen children: access and achievement 20 years on* (June 2013), p 30

4 Ofsted, *Unseen children – HMCI speech* (June 2013), p 4

5 Department for Education, *PISA 2009: How does the social attainment gap in England compare with countries internationally?*, Research Report RR206 (April 2012)

6 "Universities should target white working class boys, minister says", *The Guardian*, 3 January 2013

7 Department for Education (WWC 28) para 51–52

8 "Raising the achievement of disadvantaged children", Department for Education (accessed 29 April 2014)

Our inquiry

3. We launched our inquiry on 23 July 2013, seeking written evidence on the following points:

- the extent of white working class pupils' educational underachievement;
- the factors responsible for white working class pupils' educational underachievement, including the impact of home and family;
- whether the problem is significantly worse for white working class boys than girls;
- what steps schools can take to improve the educational outcomes and attainment of white working class pupils;
- the potential for a wider range of educational approaches, for example vocational pathways, to improve outcomes for white working class pupils; and
- what role the Government can play in delivering improved educational outcomes for white working class pupils.

4. We received over 30 written submissions from a range of witnesses. We took oral evidence on four occasions, hearing from seven panels of witnesses including the Minister for Schools, Rt Hon David Laws MP, and held a seminar in November 2013 to help steer our inquiry. We also visited Peterborough on 6 February 2014 to explore the issues raised in the inquiry in a local context.[9] We are grateful to all those who contributed to our inquiry, and especially those who organised or participated in our visit to Peterborough.

5. During this inquiry we benefitted from the expertise and assistance of Professor Steve Strand, who was appointed as a Special Adviser to the Committee for his specific understanding of white working class underachievement in education, and, as ever, from the advice and expertise of Professor Alan Smithers as our standing Special Adviser on education matters.[10]

The scope of this report

6. We received evidence relating to a wide range of education issues during our inquiry, not all of which were unique to the question of white working class underachievement, or strictly within the boundaries of our education remit. This is a natural consequence of the issue we sought to explore: white children constitute the vast majority of the school population, and their interests are likely to reflect the English school system as a whole rather than occupy an easily-defined niche within it. All of the areas discussed in this report are important and deserving of focused policy attention, but in the interests of

9 See annex for an outline of the visit programme.

10 Professor Alan Smithers (Director of the Centre for Education and Employment Research, University of Buckingham) and Professor Steve Strand (Professor of Education, University of Oxford) declared no interests relevant to this inquiry.

producing a report that accurately reflects the time devoted to examining them individually, they are discussed relatively briefly and in some cases are presented without definitive conclusions or recommendations. In doing so, it is our intention that this report will provide a useful 'map' of the issue and its connections to other policy areas, for future reference. Where relevant we have highlighted specific issues for further scrutiny by ourselves or our successor in the next Parliament and by the Government itself.

Definitions

Defining "working class"

7. The starting point for our inquiry was "white working class children", but from the oral and written evidence it became apparent that this group was not well-defined. Traditional notions of what constitutes "the working class" are based on a categorisation of employment occupations[11]—the child's parents' occupations in this case—but national education data based on parental occupations is not always readily available or used by commentators. Chapter 2 discusses what data exists and what conclusions can be drawn.

FSM eligibility as a proxy for working class

8. Statements relating to the achievements of white working class children are almost always based on the exam results of children who are eligible for free school meals (FSM).[12] While Ofsted's *Unseen Children* report does not itself use the term "working class", media coverage of the issue raised in this report issue frequently used working class as a shorthand for this group.[13,14,15]

9. FSM eligibility is more normally used as a proxy for economic deprivation. The Economic Policy Institute (an American think-tank) describes the practice of using poverty as proxy for class in generally positive terms:

> Of course, how much money a child's parents earned last year (the qualifier for the lunch program) does not itself impede learning. But poverty is a good proxy, sometimes, for lower class status because it is so highly associated with other characteristics of that status. Lower class families have lower parental literacy levels, poorer health, more racial isolation, less stable housing, more exposure to crime and other stresses, less access to quality early childhood experiences, less access to good after school programs (and less ability to afford these even if they did have access), earlier childbearing and more frequent unwed childbearing, less security that comes from stable employment, more exposure to environmental toxins (e.g., lead) that diminish cognitive ability, etc. Each of these predicts lower achievement for

11 "What is working class?", BBC News Online, 25 January 2007

12 See, for instance, Centre for Research in Race and Education (WWC 15) para 17, and Q9.

13 "Ofsted chief says England's schools failing white working class children", *The Observer*, 8 December 2013

14 "White working class boys are schools' worst performing ethnic group by age of 11", *Daily Mail*, 20 March 2009

15 "White working class boys 'worst performers at school'", *The Telegraph*, 11 December 2008

> children, but none of these (including low income) itself causes low achievement, and lower social class families don't necessarily have all of these characteristics, but they are likely to have many of them.[16]

Nevertheless, measuring working class performance in education through FSM data can be misleading. The Centre for Research in Race and Education (CRRE) drew our attention to a mismatch between the proportion of children who were eligible for free school meals and the proportion of adults who would self-define as working class:[17] in 2012/13, 15% of pupils at the end of key stage 4 were known to be eligible for free school meals,[18] compared with 57% of British adults who defined themselves as 'working class' as part of a survey by the National Centre for Social Research.[19] The CRRE warned that projecting the educational performance of a small group of economically deprived pupils onto what could otherwise be understood to be a much larger proportion of the population had "damaging consequences" on public understanding of the issue.[20] The logical result of equating FSM with working class was that 85% of children were being characterised as middle class or above.[21]

10. Conversely, while a large proportion of adults may self-identify as working class as a result of their backgrounds or their parents' occupations, this does not correspond well with the proportion of adults who now work in semi-routine or routine occupations or are unemployed. The Office for National Statistics uses the National Statistics Socio-economic Classification (NS-SEC)[22] to categorise occupations under eight headings as in the table below. Within this, categories 6–8 might be grouped together as a "working class";[23] data from the 2011 census show that 34% of 16–74 year olds (excluding students) fall within these categories of employment. Extending this to categories 5–8 would create a larger group of 41%, while groups 4–8 represent 52% of the population. However, the NS-SEC does not label any group working class since "changes in the nature and structure of both industry and occupations have rendered this distinction [between manual and non-manual occupations] outmoded and misleading".[24] There is therefore some debate as to whether "working class" gives a meaningful reflection of current occupations.

---

16 "Does 'Poverty' Cause Low Achievement?", The Economic Policy Institute Blog (8 October 2013)

17 Centre for Research in Race and Education (WWC 15) para 11

18 See Table 2, para 23

19 "What is working class?", BBC News Online, 25 January 2007

20 Centre for Research in Race and Education (WWC 15) para 17

21 Centre for Research in Race and Education (WWC 15) para 12

22 "The National Statistics Socio-economic Classification", Office for National Statistics

23 The NS-SEC categories of Routine & Semi-routine occupations (or what were conventionally known as 'semi-skilled' or 'unskilled' occupations) "entail a 'labour contract' where employees are closely supervised and given discrete amounts of labour in return for a wage [...] that was typical of working class occupations" (Rose & Pevalin, 2001, p10). Also "Because a basic labour contract is assumed to exist for both positions it would be normal to consider (categories 6 & 7) as forming a unified class" (p18).

24 Office for National Statistics, *Standard Occupation Classification 2010: Volume 3, The National Statistics Socio-economic Classification: (Rebased on the SOC2010) User Manual* (2010), para 7.4

Table 1: NS-SEC Categories (2011 census data, England only)

NS-SEC category	Examples [25]	Number of people (usual residents aged 16-74)	Proportion	"Working class" (NS-SEC 6–8)
1. Higher managerial, administrative & professional occupations	Lawyers, Architects, Medical doctors, Chief executives, Economists	4,045,823	11.4%	
2. Lower managerial, administrative & professional occupations	Social workers, Nurses, Journalists, Retail managers, Teachers	8,132,107	23.0%	
3. Intermediate occupations	Armed forces up to sergeant, Paramedics, Nursery Nurses, Police up to sergeant, Bank staff	4,972,044	14.1%	
4. Small employers and own account workers	Farmers, Shopkeepers, Taxi drivers, Driving instructors, Window cleaners	3,662,611	10.4%	
5. Lower supervisory and technical occupations	Mechanics, Chefs, Train drivers, Plumbers, Electricians	2,676,118	7.6%	
6. Semi-routine occupations	Traffic wardens, Receptionists, Shelf-stackers, Care workers, Telephone Salespersons	5,430,863	15.4%	15.4%
7. Routine occupations	Bar staff, cleaners, labourers, Bus drivers, Lorry drivers	4,277,483	12.1%	12.1%
8. Never worked and long-term unemployed	N/A	2,180,026	6.2%	6.2%
Total		**35,377,075**	**100.0%**	**33.7%**
Not classified (full time students)		7,008,598		

Source: Office for National Statistics, 2011 census, Table KS611EW

11. Thus, FSM eligibility corresponds to a small group of children (15%), NS-SEC classifications 6–8 equate to a larger group of adults (34%), and self-perception of working class produces a larger group still (57%). Overall, the statistical evidence base for an inquiry in this area requires careful interpretation, and it is easy for loosely-phrased statements to be misleading. The CRRE summarises the situation as follows:

> The present debate is largely shaped by crude data (based on free school statistics) that dangerously mis-represent the true situation when they are reported in broad and over-simplistic terms.[26]

25 Examples are taken from Office for National Statistics, *Health Gaps by Socio-economic Position of Occupations In England, Wales, English Regions and Local Authorities, 2011* (November 2013); The reduced NS-SEC class to which an individual belongs is not solely based on occupation but also other factors such as whether they are employers and how many people they employ. For example, a window cleaner who is self-employed or is an employer would be in NS-SEC class 4 while a window cleaner who is an employee would be in NS-SEC class 7.

26 Centre for Research in Race and Education (WWC 15) para 19

The exact nature of the "true" situation will inevitably depend on how working class is defined. The evidence we have received shows that this can vary considerably.

FSM eligibility as a measure of poverty

12. Criticisms are also levelled at the use of FSM eligibility as a measure of poverty. Children are eligible for free school meals if their parents receive any of the following payments:[27]

- Income Support
- Income-based Jobseekers Allowance
- Income-related Employment and Support Allowance
- Support under Part VI of the Immigration and Asylum Act 1999
- the guaranteed element of State Pension Credit
- Child Tax Credit (provided they are not also entitled to Working Tax Credit and have an annual gross income of no more than £16,190)
- Working Tax Credit run-on—paid for 4 weeks after they stop qualifying for Working Tax Credit
- Universal Credit

13. A report for the Children's Society noted that the criteria for FSM mean that parents working 16 or more hours per week (24 hours for couples from April 2012) lose their entitlement to FSM since they are eligible for working tax credit; as a result there are around 700,000 children living in poverty who are not entitled to receive free school meals.[28] In addition, not all those who may be eligible for FSM register for it; a recent report for the Department for Education estimated under-registration to be 11% in 2013.[29] This figure varies across the country: in the North East under-registration is estimated to be 1%, compared to 18% in the East of England and 19% in the South East.[30]

Pragmatism versus precision

14. Nevertheless, free school meals data is readily available, has the advantage of being easy to conceptualise, and has been consistently collected for many years; in contrast, national datasets on education performance based on NS-SEC classifications of parental occupations (or self-perceptions of social class) are less frequently produced. Pragmatism

27 "Apply for free school meals", Gov.uk, 8 November 2013

28 The Children's Society, *Fair and Square: a policy report on the future of free school meals* (April 2012), p 6

29 Department for Education, *Pupils not claiming free school meals 2013*, Research report DFE-RR319, December 2013

30 Department for Education, *Pupils not claiming free school meals 2013*, Research report DFE-RR319, December 2013, p 9. Figures based on comparing HMRC benefits data from December 2012 and the January 2013 School Census.

has led us to pursue analyses of free school meals data as an insight into the issue that Ofsted and others have raised.

15. **Statements relating to the underachievement in education of white working class pupils often use eligibility for free school meals as a proxy for working class. Entitlement to FSM is not synonymous with working class, but it is a useful proxy for poverty which itself has an association with educational underachievement.**

Defining "white"

16. 'White' is a broad heading within classifications of ethnicity which can be used to make comparisons against other aggregated groups such as black and Asian. Within the white group the overwhelming majority of children fall into the subgroup of white British, but other subgroups include white Irish, Gypsy/Roma, and 'Other white', which encompasses a range of white mostly European ethnicities. Thus, information referring to 'white' and 'white British' should not be conflated, and we have been careful to distinguish throughout. The smaller size and greater complexity of other groups within the 'white' category has led us to focus primarily on the performance of white British children, and this matches the focus of Ofsted's *Unseen Children* report. Chapter 2 examines this in more detail.

Defining "underachievement"

17. "Underachievement" can be defined as relative to what a pupil could be predicted to achieve based on prior attainment, or could be thought of in terms of a comparison with another group, such as children from more prosperous homes, a different ethnic group, or a different part of the country. Again, we have taken our cue from the data that is most readily available, which are threshold performance indicators: at key stage 4, the achievement of five GCSEs at grades A*–C, including in English and mathematics; at key stage 2, achieving level 4 or above in English and mathematics; and in the early years, the proportion of children who achieve the expected level in all 17 Early Learning Goals. Strictly speaking, these are measures of low achievement rather than "underachievement", and where we refer to underachievement in this report we mean that attainment is low, and lower than other comparison groups.

18. Finally, the data we have used in this report reflects group averages. This is not to suggest that individuals and schools do not buck these trends, as personal anecdotes will readily confirm.

Risks of focusing specifically on white working class underachievement

19. Evidence to our inquiry questioned whether focusing on white working class underachievement carried risks in itself. The Association of School and College Leaders (ASCL) argued that shifting the focus to white working class children could lead to other groups falling back in turn, and that it should be up to schools to decide how to strike a

balance in their particular area.[31] NASUWT felt that "In the context of educational achievement, there is a significant risk that focusing on white working class underachievement leads to the assumption that racial discrimination is no longer a problem".[32] Similarly, Professor Gillborn argued that:

> […] while social class is of enormous importance, it does not explain away gender inequalities, disability inequalities, and race inequalities [...] One of the key problems [...] with the current debate about white working class as it is described in relation to free school meals is that it ignores huge inequalities in other parts of the system by focusing on this very particular area.[33]

20. More generally, Professor Gillborn warned us of the dangers of a "deficit" interpretation of white FSM underperformance, and the extent to which this can obscure the issue of racial bias in the education system:

> [...] it is easy to fall into a kind of deficit analysis: an assumption that, if a group is underachieving, there must be a problem with the group, whereas we have an awful lot of research showing that schools tend to treat different groups in systematically different ways.[34]
>
> [...] the debates about poverty get lost amid a wider question of whether white people are suffering because of multiculturalism, which I think is hugely dangerous.[35]

He also cautioned against inferring that white children had somehow lost out as a result of previous attention to other ethnic groups. As Jenny North (Impetus—the Private Equity Foundation) described the situation, "[...] ethnic minority acceleration of performance has not pushed white working-class boys' attainment down. It has simply exposed what was already there".[36]

21. Nevertheless, as Chapter 2 demonstrates, there are some worrying trends in the data that warrant investigation.

31 Association of School and College Leaders (WWC 5) para 22

32 NASUWT (WWC 26) para 6

33 Q15

34 Q4

35 Q4

36 Q53

2 The extent of white working class underachievement in education

Do "white working class" children underachieve in education?

22. The two main sources of data for our inquiry are:

- national data on the performance of children known to be eligible for free school meals, taken from the gov.uk website, which provides annual information on the proportions of pupils in the early years, key stage 2 and key stage 4 reaching the relevant benchmark; and

- sample-based survey data from the Longitudinal Study of Young People in England (LSYPE), which includes a measure of socio-economic status constructed from information on parental occupations, educational qualifications, home ownership, neighbourhood deprivation and FSM entitlement. The LSYPE is managed by the Department for Education, and is based on annual interviews with a nationally representative sample of the population who were aged between 13 and 14 in 2004, with an initial cohort size of 15,700.[37]

FSM data provides information on how poorer white children fare in comparison to less-poor white children, and in comparison to poorer children of other ethnicities. LSYPE data provides a view of socio-economic status (SES) as a continuous measure and shows how the educational performance of children from different ethnic groups is affected by their SES across the spectrum.

Free School Meals data

White British ethnicity in context

23. The proportion of children eligible for free school meals varies by ethnicity. For instance, in 2012/13 around 12.5% of white British children at the end of key stage 4 were eligible for free school meals, compared to 38.5% of Bangladeshi children and 9.7% of Indian children.

Table 2: Proportion of pupils at the end of key stage 4 who are eligible for free school meals, by ethnicity (England, state-funded schools (including Academies and CTCs), 2012/13, revised data)

	Number of pupils	Number known to be eligible for FSM	Proportion eligible for FSM
White British	438,469	54,900	12.5%
Irish	1,899	288	15.2%
Traveller of Irish heritage	137	85	62.0%
Gypsy/Roma	820	392	47.8%
Any other white background	19,265	2,761	14.3%
Mixed heritage[38]	21,611	4,560	21.1%

37 "Welcome to interactive LSYPE", Department for Education

38 Includes white and black Caribbean, white and black African, white and Asian, and Any other mixed background.

Indian	13,543	1,308	9.7%
Pakistani	17,778	4,976	28.0%
Bangladeshi	7,676	2,959	38.5%
Chinese	2,257	168	7.4%
Any other Asian background	7,789	1,212	15.6%
Black Caribbean	8,158	2,059	25.2%
Black African	16,201	5,439	33.6%
Any other black background	3,083	924	30.0%
Any other ethnic group	10,327	3,185	30.8%
All pupils (including those for whom ethnicity could not be obtained, refused or could not be determined)	571,334	85,182	14.9%

Source: Department for Education, *GCSE and equivalent attainment by pupil characteristics: National and local authority* tables, SFR 5/2014, Table 2a, 14 February 2014. Note that the numbers in 'All pupils' row will be larger than the sum of the rows above it.

Although a smaller proportion of white children are eligible for free school meals than some other ethnicities, white British children still constitute the majority (64%) of the FSM group—some 55,000 children per year.

Early years

24. Table 3 shows that the attainment "gap" between FSM and non-FSM children exists pre-school, and is already larger for white British children by the age of 5 than for other ethnicities (24 percentage points). White British is the lowest performing group at this age (other than smaller white subgroups), although their performance is not significantly different from that of Pakistani FSM children.

Table 3: Proportion of pupils at the early years foundation stage achieving at least the expected standard in all 17 Early Learning Goals, by major ethnic group and free school meal eligibility (England, all types of schools or early education providers that deliver the EYFSP to children in receipt of a government funded place, 2013, final data)

	% Pupils known to be eligible for FSM who achieve the benchmark	% All other pupils (those not eligible for FSM and for whom eligibility could not be determined) who achieve the benchmark	Gap (percentage points)
White British	32%	56%	24
Irish	36%	59%	23
Traveller of Irish heritage	13%	31%	18
Gypsy/Roma	11%	18%	7
Any other white background	31%	40%	9
Mixed heritage	38%	55%	17
Indian	37%	53%	16
Pakistani	30%	38%	8
Bangladeshi	37%	42%	5
Chinese	33%	47%	14
Any other Asian background	34%	46%	12
Black Caribbean	39%	50%	11
Black African	40%	51%	11
Any other black background	41%	49%	8
Any other ethnic group (including not obtained)	37%	45%	8

Source: Department for Education, *EYFSP attainment by pupil characteristics: 2013*, SFR47/2013, National and local authority tables, Table 2a, 21 November 2013

Key stage 2

25. A similar pattern is seen at key stage 2. The FSM gap is larger for white British children than other major groups—only the smaller white subgroups and "any other" groupings have a larger FSM gap or a lower FSM performance.

Table 4: Proportion of pupils in key stage 2 achieving level 4 or above in reading, writing and mathematics, by ethnicity and free school meal eligibility (England, state-funded schools (including academies and CTCs), 2013, revised data)

	% Pupils known to be eligible for FSM who achieve the benchmark	% All other pupils (those not eligible for FSM and for whom eligibility could not be determined) who achieve the benchmark	Gap (percentage points)[39]
White British	74%	89%	15
Irish	60%	86%	26
Traveller of Irish heritage	33%	38%	5
Gypsy/Roma	18%	28%	10
Any other white background	57%	70%	13
Mixed heritage	80%	90%	10
Indian	82%	90%	8
Pakistani	78%	83%	5
Bangladeshi	82%	86%	4
Chinese	87%	85%	-2
Any other Asian background	66%	80%	14
Black Caribbean	77%	86%	9
Black African	80%	88%	8
Any other black background	63%	74%	11
Any other ethnic group (including not obtained)	65%	73%	8

Source: Department for Education, *National curriculum assessments at key stage 2: 2012 to 2013*, SFR 51/2013, National tables, Table 9a, 12 December 2013

Key stage 4

26. Table 5 shows that by GCSE the gap between the performance of FSM and non-FSM white British children is considerably wider, and the difference between white British FSM children and poorer children of other ethnicities is starker (other than Traveller and Gypsy/Roma children).

39 The table suggests that Chinese FSM students outperform their non-FSM counterparts, but it should be noted that only 144 Chinese pupils were eligible for free school meals that year.

Table 5: Proportion of pupils at the end of key stage 4 achieving five or more GCSEs at grades A*–C including English and mathematics, by ethnicity and free school meal eligibility (England, state-funded schools (including academies and CTCs), 2012/13, revised data)

	% Pupils known to be eligible for FSM who achieve the benchmark	% All other pupils (those not eligible for FSM and for whom eligibility could not be determined) who achieve the benchmark	Gap (percentage points)
White British	32.3%	64.5%	32.2
Irish	38.5%	74.2%	35.7
Traveller of Irish heritage	12.9%	25.0%	12.1
Gypsy/Roma	9.2%	18.0%	8.8
Any other white background	43.8%	57.3%	13.5
Mixed heritage	43.9%	67.5%	23.6
Indian	61.5%	77.2%	15.7
Pakistani	46.8%	58.8%	12.0
Bangladeshi	59.2%	67.0%	7.8
Chinese	76.8%	78.2%	1.4
Any other Asian background	52.4%	66.4%	14.0
Black Caribbean	42.2%	57.0%	14.8
Black African	51.4%	66.2%	14.8
Any other black background	43.1%	59.6%	16.5
Any other ethnic group (including not obtained)	51.5%	62.7%	11.2

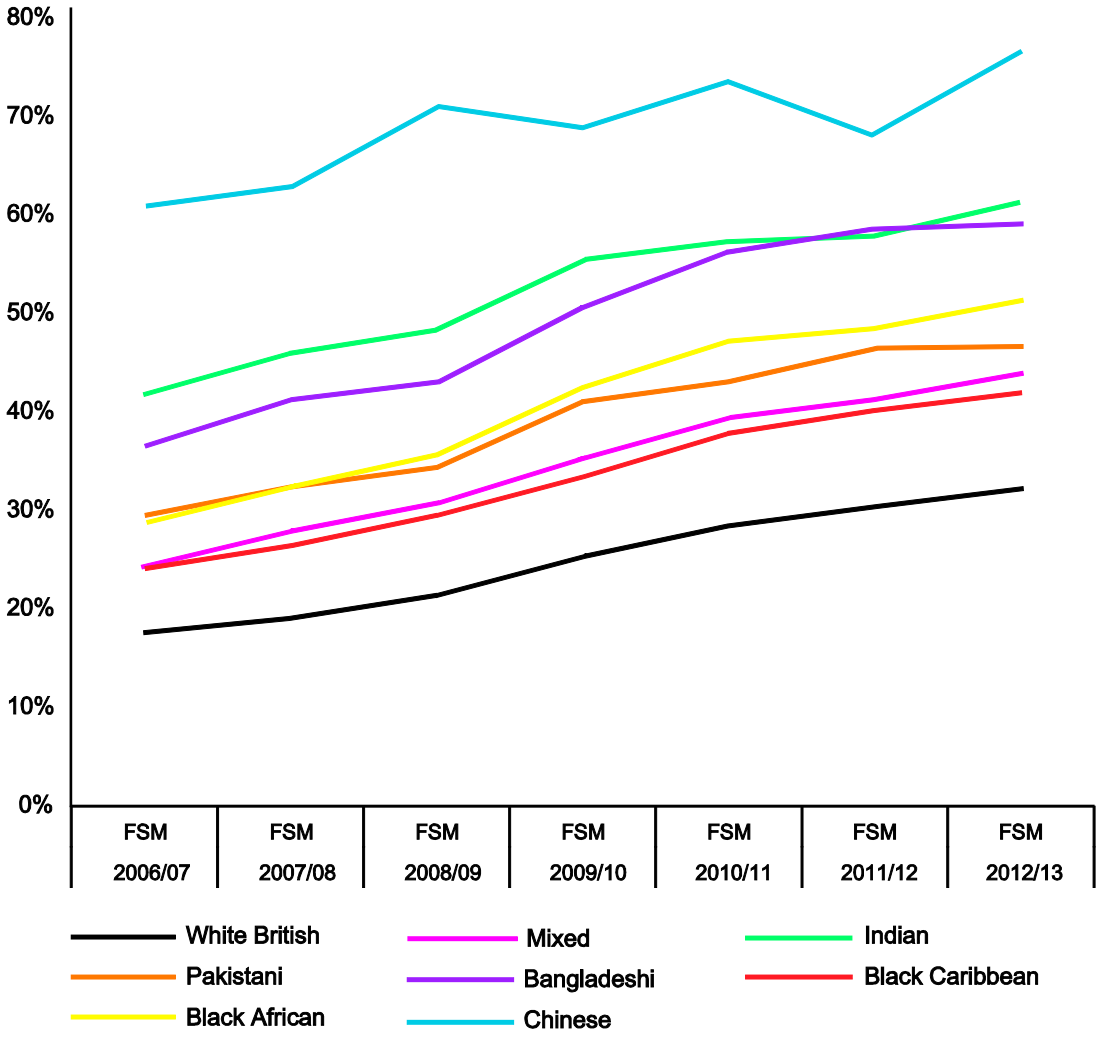
Source: Department for Education, *GCSE and equivalent attainment by pupil characteristics: National and local authority* tables, SFR 5/2014, Table 2a, 14 February 2014

Trends over time

27. As Figure 1 and Figure 2 show, the performance of white British children eligible for free school meals has improved significantly in the last seven years, but the "FSM gap" for white children has barely changed. While the proportion of white British FSM children achieving the key stage 4 benchmark has almost doubled over the last seven years, it is still the case that around twice the proportion of non-FSM white British children succeed by this measure.

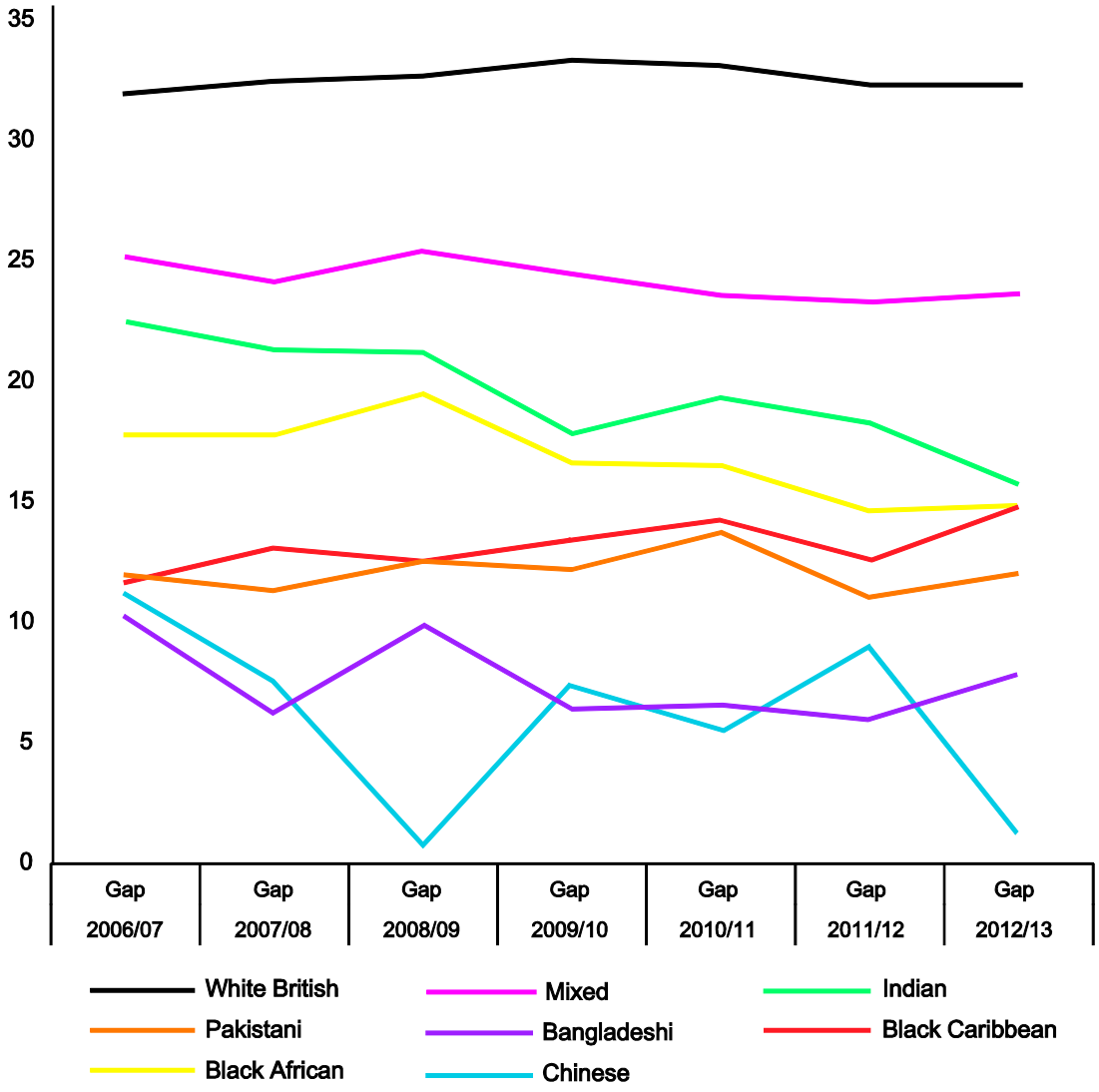
28. White British FSM children have consistently been the lowest performing group during 2006/07–2012/13, with a FSM/non-FSM performance gap that is larger than others.

Figure 1: Trends in the proportion of FSM-eligible children achieving the key stage 4 benchmark, selected ethnicities, 2006/07–2012/13



Source: 2006/07–2009/10: Department for Education, *GCSE and equivalent attainment by pupil characteristics in England: 2010 to 2011: National and local authority* tables, SFR 3/2012, Table 2a, 9 February 2011
Source: 2009/10–2012/13: Department for Education, *GCSE and equivalent attainment by pupil characteristics: National and local authority* tables, SFR 5/2014, Table 2a, 14 February 2014
Figures for 2006/07–2011/12 are based on final data, figures for 2012/13 are based on revised data.

Figure 2: Trends in the gap (percentage points) between the proportion of FSM and non-FSM children achieving the key stage 4 benchmark, selected ethnicities, 2006/07–2012/13



Source: 2006/07–2009/10: Department for Education, *GCSE and equivalent attainment by pupil characteristics in England: 2010 to 2011: National and local authority* tables, SFR 3/2012, Table 2a, 9 February 2011
Source: 2009/10–2012/13: Department for Education, *GCSE and equivalent attainment by pupil characteristics: National and local authority* tables, SFR 5/2014, Table 2a, 14 February 2014
Figures for 2006/07–2011/12 are based on final data, figures for 2012/13 are based on revised data.

29. The data shows that the performance of Bangladeshi children eligible for free school meals has improved by 22.8 percentage points between 2006/07 and 2012/13, compared to only 14.9 percentage points for white British FSM children. Similarly, the FSM performance gap for Indian children has closed by 6.8 percentage points over this period, whereas for white British children it has hardly altered. Thus, while the performance of poorer children is improving for all ethnic groups, for some ethnic minorities within those groups it is improving faster than for white British pupils.[40]

40 Strand, S., De Coulon, A., Meschi, E., Vorhaus, J., Ivins, C., Small, L., Sood, A., Gervais, M.C. & Rehman, H., *Drivers and challenges in raising the achievement of pupils from Bangladeshi, Somali and Turkish backgrounds* (2010) Research Report DCSF-RR226. London: Department for Children, Schools and Families

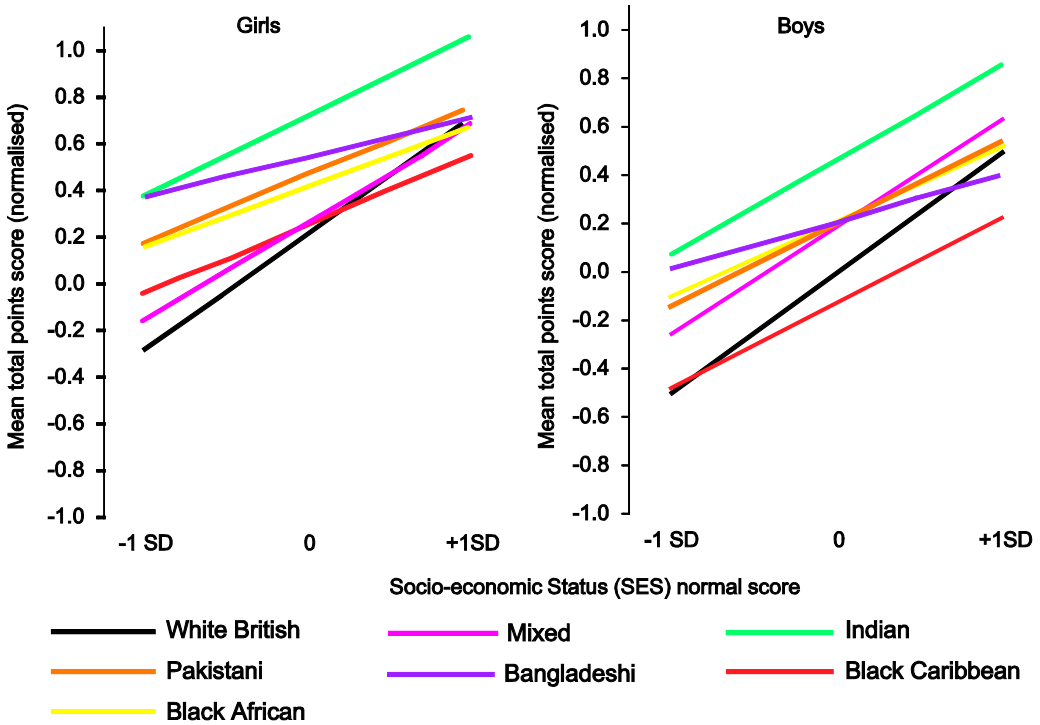
30. **Overall, the evidence from analysing free school meals (FSM) data is that:**

- **white British children eligible for FSM are consistently the lowest performing ethnic group of children from low income households, at all ages (other than small subgroups of white children);**
- **the attainment "gap" between those children eligible for free school meals and the remainder is wider for white British and Irish children than for other ethnic groups; and**
- **this gap widens as children get older.**

The Longitudinal Study of Young People in England (LSYPE)

31. Professor Strand's evidence to our inquiry drew on LSYPE data to demonstrate that a broader measure of socio-economic status (SES) presented similar conclusions to the FSM data, albeit with almost no distinction between white British children from low SES backgrounds and low-SES black Caribbean children. Figure 3 below shows that the steepness of the "SES gradient"—the extent to which SES has an impact on attainment—is greater for white British children than for other groups, and is similar for boys and girls. This reinforces the message from the "FSM gap" for white British children referred to above.

Figure 3: Normalised mean GCSE points score by ethnicity, gender and socio-economic status (LSYPE dataset)



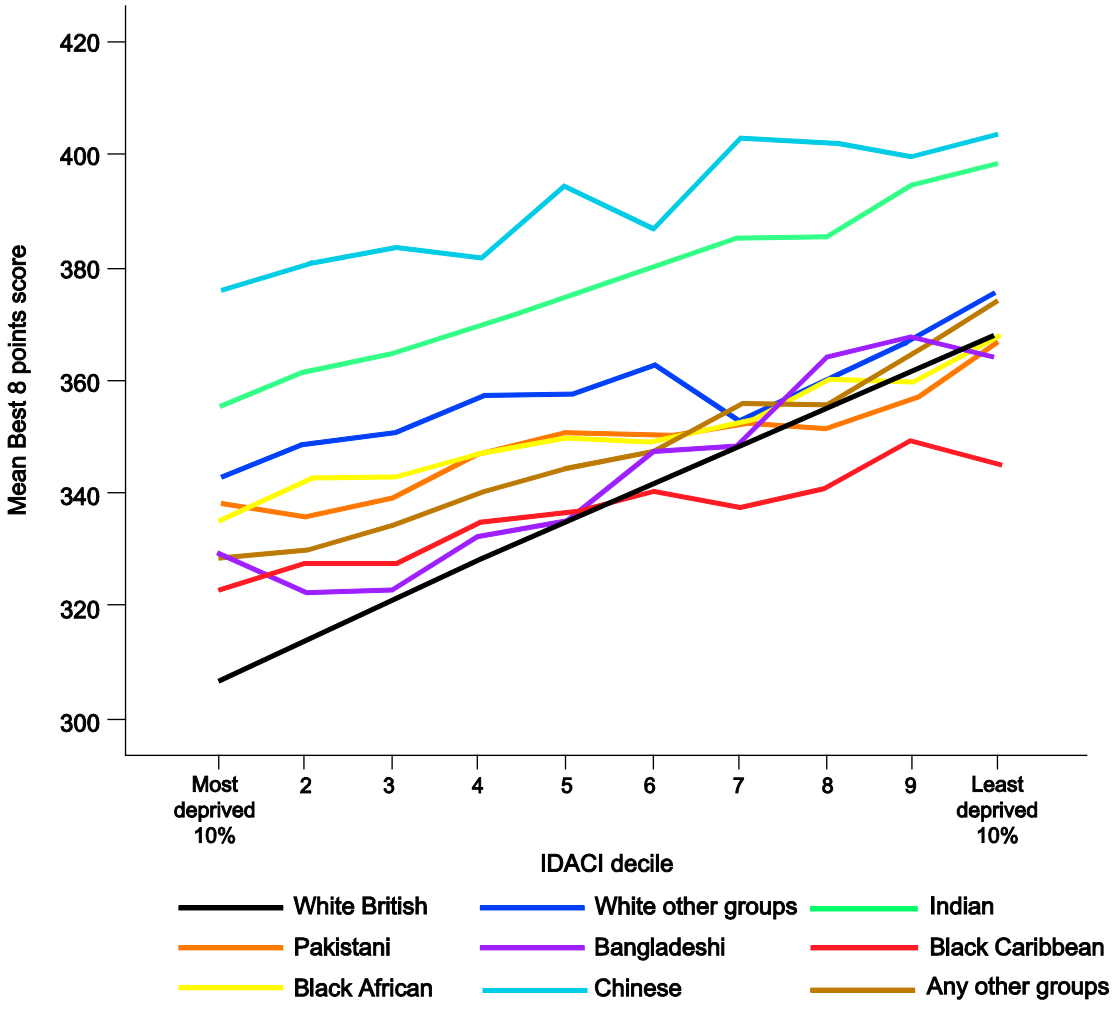
Source: Professor Steve Strand (WWC 4) Figure 2, p 2. *Notes: (1). The outcome (total points score) is a measure of achievement based on all examinations completed by the young person at age 16, and is expressed on a scale where 0 is the mean (average) score for all Young People at age 16 and two-thirds of young people score between -1 and 1. (2). The SES measure also has a mean (average) of zero and the effects for low SES are estimated at -1SD and of high SES at +1SD. See Strand, S., "Ethnicity, gender, social class and achievement gaps at*

age 16: intersectionality and 'getting it' for the white working class", Research Papers in Education, *Vol 29 Issue 2, 2014 for full details.*

The general link between economic deprivation and educational achievement

32. Loic Menzies (Director, LKMco) argued that the link between economic deprivation and educational achievement applied at all levels of poverty, not just between the two groups that FSM data identifies: "[...] we have got a continuous spectrum. If you do these things by IDACI, then you see a continuous line, so I am not sure it is actually a very good idea to divide it and chop it at a particular point".[41] The Income Deprivation Affecting Children Index (IDACI) provides a more continuous measure of deprivation. The graph below plots IDACI scores for children (grouped in deciles) against their GCSE attainment measured in terms of their mean 'Best 8' points scores.[42]

Figure 4: The relationship between GCSE performance (mean best 8 points) and deprivation (IDACI decile) for various ethnicities



Source: National Pupil Database 2013

41 Q83

42 The "Best 8" point score is based on listing each pupils' qualifications in descending order of point score, and summing these points for the top eight GCSEs or equivalents.

33. Figure 4 confirms that the link between wealth and educational achievement exists at all levels of income—not just for the most economically deprived. As with the LSYPE data, it also shows that the "deprivation gradient"—the steepness of the line in the graph—is greater for white British students than for others; this supports what FSM data says about the effects of income appearing to be greater for this group than for other ethnicities.

34. **Measures of economic deprivation and socio-economic status both suggest that white "working class" children are underachieving, and that the performance of some other ethnic groups is improving faster. But they also show that similar problems persist in a number of other minority groups.**

35. ***Some other ethnic groups appear to be more resilient than white British children to the effects of poverty, deprivation and low-socio-economic status on educational achievement. Further work is needed to understand why this is the case. The Government should commission a project to assess why some ethnic groups are improving faster than white British children, and what can be learned from steps taken specifically to improve the achievement of ethnic minorities. This research should include, but not be limited to, the effects of historic funding and strategies, parental expectations, community resilience and access to good schools.***

Gender

36. Sir Michael Wilshaw's *Unseen children* speech noted that the problem of white FSM children underachieving in education was not limited to boys:

> Let me emphasise, this is not a gender issue. Poor, low-income white British girls do very badly. So we should stop talking about "white working class boys" as if they are the only challenge.[43]

Free school meals data supports this view. Although white FSM-eligible boys are the lowest performing group overall in terms of the proportion achieving the key stage 4 benchmark, white FSM girls are the lowest-achieving group of girls. Moreover, Table 6 shows that the FSM gap for white children is slightly bigger for girls than it is for boys. Dr John Jerrim (Lecturer in Economics and Social Statistics, Institute of Education) told us that:

> [...] there is always an undertone in speeches that the problem is with white working-class boys, more so than girls, but if you look at PISA and you look at the maths test scores there, it is actually the girls who do worse than the boys [...] I do not think you need to separate "white working class" as a group into white working class boys versus white working class girls.[44]

43 Ofsted, *Unseen children – HMCI speech* (June 2013), p 4

44 Q35

Professor Gillborn went further: "It would be very dangerous to slip into a situation where we are only looking at one gender and one ethnicity".[45]

Table 6: Proportion of pupils at the end of key stage 4 achieving five or more GCSEs at grades A*-C including English and mathematics, by ethnicity, gender and free school meal eligibility (England, state-funded schools (including Academies and CTCs), 2012/13, revised data)

	% Pupils known to be eligible for FSM who achieve the benchmark	% All other pupils (those not eligible for FSM and for whom eligibility could not be determined) who achieve the benchmark	Gap (percentage points)
White boys	28.3%	59.1%	**30.8**
Mixed race boys	39.5%	62.7%	**23.2**
Asian boys	48.6%	62.4%	**13.8**
Black boys	43.1%	57.2%	**14.1**
Chinese boys	74.1%	74.2%	**0.1**
White girls	37.1%	69.5%	**32.4**
Mixed race girls	48.2%	72.3%	**24.1**
Asian girls	57.2%	72.8%	**15.6**
Black girls	53.3%	67.7%	**14.4**
Chinese girls	79.5%	82.4%	**2.9**

Source: Department for Education, *GCSE and equivalent attainment by pupil characteristics: National and local authority* tables, SFR 5/2014, Table 2a, 14 February 2014

37. **The problem of white "working class" underachievement is not specific to boys; attention to both sexes is needed.**

Data quality and availability

38. Statistical First Releases from the Department for Education readily allow for the analysis of FSM data by ethnicity in terms of achievement in early years, key stage 2 and key stage 4. Unfortunately figures for white FSM children for other relevant measures, such as absences and exclusions, and even key stage 5 results, are not routinely published. We have obtained some additional figures through requests to the Department for Education, but it is clear that analysis of combinations of ethnicity and FSM eligibility are not consistently available online.

39. Some witnesses were keen for better information to be collected to support analysis by social class, beyond FSM eligibility.[46] Others were more wary of the practicality and reliability of collecting information on parental occupations or other class indicators. Dr Demie cautioned that:

> It is really important to gather information that can be gathered [...] I would really like parental occupation to be collected. Until that has really happened,

45 Q36

46 Q13

> free school meals is the best indicator you have, which is very easy to use and can be widely used in schools.[47]
>
> I really think social class is good to collect, but it is probably not practical to collect it, and free school meals probably remains the best indicator.[48]

Dr Jerrim argued that it should be possible to join up educational performance data with information held by other government departments:

> [...] parental education, parental occupation and income would be ideal [...] you would be able to get this information cheaply if you could just link the NPD—the National Pupil Database—to their parents' tax records, or other national sources. It is cheap and it is quick; it should be done.[49]

We asked the Minister for Schools (David Laws MP) about the sharing of data between Departments—he told us that some sharing can be done on an ad hoc basis at the moment, but that to do it effectively legislation would be required. He added that it would be "very sensible" for a future Government to look at this issue.[50] There are obvious issues here relating to data privacy.

40. ***Data relating to combinations of ethnicity and free school meals status is not always readily available in Government statistical releases. The Government should ensure that data relating to white FSM children is included in its statistical reports.***

41. ***The Government should consider how data from a range of Departments can be combined in future to develop a more rounded indicator of a child's socio-economic status than FSM eligibility alone can provide for the purposes of targeting intervention.***

42. We also heard that there could be problems with transmission of existing information between institutions. The Association of Colleges told us that "Colleges do not routinely receive data from local authorities on school pupils who were in receipt of free school meals".[51] Matthew Coffey (Director of Learning and Skills, Ofsted) told us that he had written to the Minister, Matthew Hancock, about this issue, and Sir Michael Wilshaw commented that it should be schools be expected to deliver this information as there was currently a reliance on goodwill.[52] In response, the Minister noted that Colleges do hold deprivation-related data through their distribution of the bursary, but that further action could be taken to strengthen the transfer of data between schools and colleges.[53]

---

47 Q13 [Dr Demie]

48 Q14 [Dr Demie]

49 Q13 [Dr Jerrim]

50 Q320

51 Association of Colleges (WWC 24) para 3

52 Oral evidence taken on 12 February 2014, HC (2013-14) 1065, Q88 [Sir Michael Wilshaw]

53 Q322

43. ***The Government should act to ensure that FSM data (and any future revised indicator) is made available to post-16 institutions to allow effective monitoring of the progress of this group of young people.***

Regional variation

44. The Department for Education's written evidence revealed a significant variation in the performance of white FSM pupils by local authority. Extreme examples included Peterborough, where the proportion of white FSM pupils reaching the key stage 4 benchmark was less than 13% in 2012, and Lambeth, where the equivalent figure was almost 50%.[54] Other notable geographical variations included:

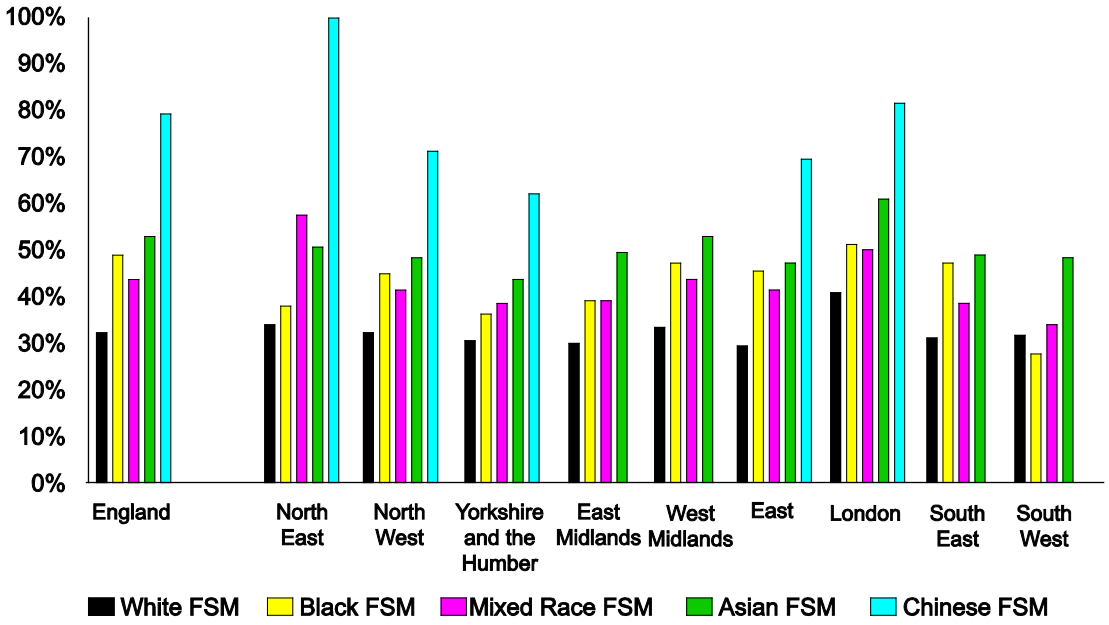
- white FSM children perform unusually well in London, both in affluent areas such as Kensington & Chelsea and Westminster, and in poorer areas such as Lambeth, Hackney and Wandsworth. These areas also have the smallest gaps between white FSM pupils and other FSM pupils, and between white FSM and all other children;
- white FSM children perform poorly in a range of areas, including in cities (Nottingham), coastal areas (Isle of Wight, Southend-on-Sea) and rural areas (Herefordshire);
- there are a small number of areas where white FSM pupils outperform other FSM pupils at KS4, including Sefton, Gateshead and Wakefield, but in the overwhelming majority of cases the reverse is true—most noticeably in North Lincolnshire.[55]

45. Figure 5 shows how the proportion of FSM children achieving five good GCSEs (including English and mathematics) varies by ethnicity at a regional level. White FSM children are the lowest performing group in all regions other than the South West, where they perform slightly better than Black FSM pupils (although the Black FSM population is very small at 152 pupils at the end of key stage 4 in 2012/13).

54 Department for Education (WWC 28) Annex 1

55 Department for Education (WWC 28) Annex 1

Figure 5: Regional variation in the proportion of FSM children achieving the key stage 4 benchmark, by ethnicity (2012/13, revised data, England, not including pupils recently arrived from overseas)



Source: Department for Education (WWC 42). Data relating to Chinese FSM students has been suppressed in some regions due to small populations.

Will school improvement alone close the gap?

46. Professor Strand told us that:

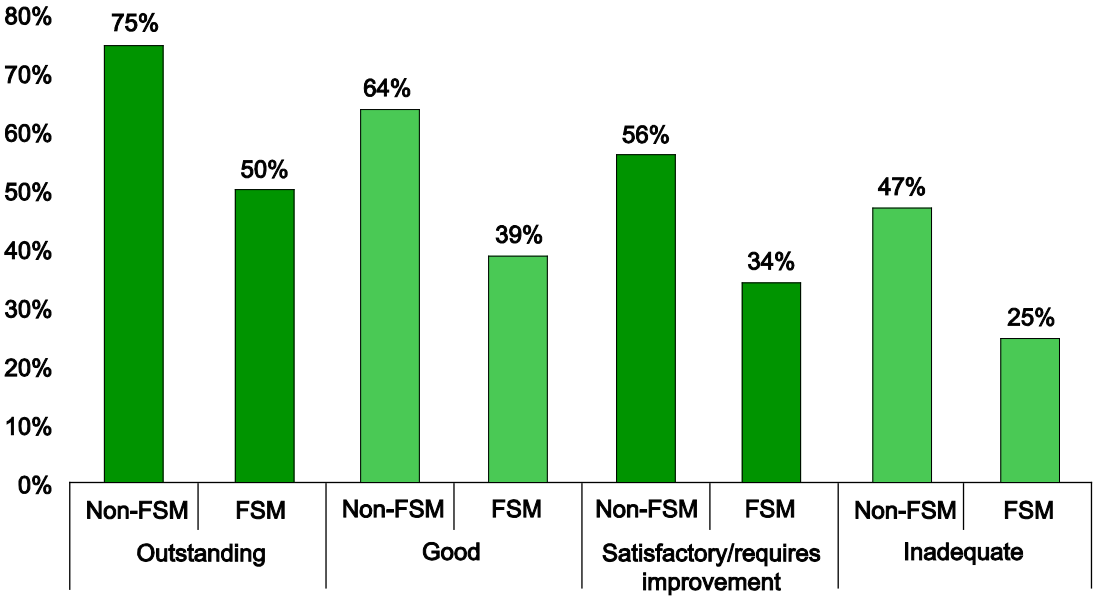
> Equity gaps are not the result of a small number of 'failing' schools which, if they can somehow be fixed, will remove the overall SES or ethnic achievement gaps.[56]

This view is supported by analysis in the IPPR report *A Long Division*, which noted that "Even if every school in the country was outstanding there would still be a substantial difference in performance between rich and poor children".[57] Ofsted data confirms that the FSM 'gap' exists in outstanding schools as well as inadequate schools.

56 Professor Steve Strands (WWC 4) para 14

57 Clifton, J. and Cook, C. *A Long Division: Closing the Gap in England's Secondary Schools*, Institute for Public Policy Research, September 2012, p 22

Figure 6: Percentage of pupils eligible for free school meals attaining five GCSEs at grades A* to C including English and mathematics, by school overall effectiveness judgement



Source: Ofsted, *Unseen Children,* Figure 19 (based on open secondary schools with a published Section 5 inspection report at 31 December 2012)

47. Figure 6 shows that there is a significant difference between the performance of inadequate and outstanding schools for FSM children. **Twice the proportion of poor children attending an outstanding school will leave with five good GCSEs when compared with the lowest rated schools, whereas the proportion of non-FSM children achieving this benchmark in outstanding schools is only 1.5 times greater than in those rated as inadequate.** This reinforces the message from our 2012 report on great teachers that "raising the quality of teaching yet higher will have profound consequences for pupils' attainment and progress, and subsequently for their adult lives and the contributions they make to society".[58] A good school and good teaching can have a significantly positive effect on the educational attainment of FSM children, which underlines the central importance of raising school and leadership quality alongside closing the attainment gap.

58 Education Committee, Ninth Report of Session 2010–12, *Great teachers: attracting, training and retaining the best*, HC 1515-I, para 124

3 Factors that may contribute to white working class underachievement

48. We received evidence on a wide range of factors that may contribute to white working class underachievement. Some of these related to the home environment, while others were connected with in-school practices. A much broader third category included wider social policies and engagement with the community. This chapter gives an overview of what witnesses suggested were possible causes of, or contributors to, white working class underachievement.

Family and home factors

49. The Association of School and College Leaders (ASCL) argued that home and family influences on underachievement were particularly significant because young people spend the majority of their lives outside of school.[59] Witnesses described factors within this category in terms of aspirations, expectations, access to social capital, parental engagement, time spent doing homework, use of tutors, and parenting skills. The Minister held similar views:

> Many of the problems with low attainment in school are due to factors outside the school gate: parental support, or lack of it; parental aspirations; poverty in the home environment; poor housing; and lack of experience of life [...].[60]

Aspirations and expectations

50. One of the more frequently discussed home factors was the role of aspirations, but there was disagreement on whether white working class children had low aspirations and whether this caused or explained low achievement.

51. The DfE quoted research that found that aspirations and expectations vary according to pupils' socio-economic backgrounds, with pupils from deprived backgrounds being less likely to hold high aspirations for their futures.[61] Professor Steve Strand echoed this, highlighting significant differences in educational aspirations according to socio-economic status, based on large-scale quantitative evidence.[62] He argued that the level of aspirations can be interpreted as a measure of engagement with schooling, and a reflection of how well other factors (such as the curriculum) meet the needs of these pupils.

59 Association of School and College Leaders (WWC 5) para 9

60 Q309

61 Department for Education (WWC 28) para 43, quoting Schoon and Parsons, 2002

62 Professor Steve Strand (WWC 4) para 9

52. Leicester City Council told us that "In parts of Leicester the white working class culture is characterised by low aspirations and negative attitudes towards education".[63] David Jones, a headteacher in Bradford, agreed that parental expectations were important and felt that the lack of expectation did not come from schools.[64] Vic Goddard, a secondary headteacher in Essex, argued that:

> Students spend 18% to 19% of their adolescence in schools. If you want to ask where the biggest influence can come on their aspirations and their expectations in life, that is the answer. They spend four times as long at home or outside of school as they do in school. From that point of view, where are you going to make the biggest impact quickest? It is great if you could tackle parenting quicker, but obviously that is not an easy fix, whereas throwing money at schools and making me responsible for it is.[65]

53. Conversely, the Joseph Rowntree Foundation felt that low aspirations were *not* a key cause of lower attainment among white British children from low income backgrounds, and suggested that aspirations were actually very high across all social groups.[66] The Foundation argued instead that the difference between parents and children from richer and poorer backgrounds was the strength of their belief that they would be able to achieve such goals.[67]

54. The Future Leaders Trust argued that "One of the solutions to improve the educational outcomes and attainment of white working class students is to raise their aspirations".[68] Others pointed out that even if low aspirations were found to exist, a correlation between this and low performance did not mean that *raising* aspirations would be sufficient; a 2012 report for the Joseph Rowntree Foundation concluded that interventions to raise aspirations had no effect on educational attainment.[69] Professor Stephen Gorard (Professor of Education and Public Policy, Durham University) described attitudes and aspirations as "a red herring":

> I do not think we have enough evidence that it cashes out into improvements in attainment […] What you have are high correlations […] It does not seem that raising aspiration in itself makes a difference. You need to raise competence in order to make an actual difference to attainment, and if you raise the competence then the attitudes go with it.[70]

Jenny North (Director of Policy and Strategy, Impetus—The Private Equity Foundation) agreed:

---

63 Leicester City Council, Learning Services (WWC 8) para 2

64 Q157 & 159

65 Q158

66 Joseph Rowntree Foundation (WWC 9) p 2

67 Joseph Rowntree Foundation (WWC 9) para 3.10

68 Future Leaders Trust (WWC 21) para 3

69 Todd, L. Et al (2012), *Can changing attitudes and aspirations impact on educational attainment?*

70 Qq96–97

> We are all fascinated with the idea that there might be something to do with aspiration within the family background that leads to attainment, but when you look at the literature, while there is quite a lot of correlation between aspiration and attainment, they have tried to find causality and they just cannot.[71]

55. Sir Michael Wilshaw attributed the underachievement of poor white children to a "poverty of expectation", and in particular the low expectations of others:

> Poverty of expectation bears harder on educational achievement than material poverty, hard though that can be. And these expectations start at home. Children from disadvantaged backgrounds very often have high ambitions, especially when they're young. But the odds against achieving them can worsen with age. All too often there comes a point at which expectations shrink. They don't see their elder siblings or friends going to university, so they think it's not for them. Or no-one in their household is in paid work, so they don't expect to get a job. But where the family is supportive and demanding then in my experience the child is much more likely to succeed [...] the job of schools is made so much easier, or so much harder, by the expectations that families have for their children. So as a society we have to create a culture of much higher expectations for young people, both in our homes and in our schools.[72]

56. A distinction can also be drawn between "aspirations" in a general sense and specifically *educational* aspirations. While witnesses were keen to emphasise that all young people had high aspirations, evidence from the Longitudinal Study of Young People in Education (LSYPE) suggests that a 14 year-old's answers to "do you want to continue in Full Time Education after age 16?" are strongly associated with socio-economic status.[73] This does not necessarily mean that working class children have low aspirations, but they are significantly less likely to see schooling as instrumental to achieving them.

"Social capital" and advice and guidance

57. Several witnesses argued that a lack of "social capital" was more significant than a lack of aspiration. Professor Becky Francis told us that:

> [...] there is a lot of evidence that working-class families have high aspirations. What they do not have is the information and the understanding as to how you might mobilise that aspiration effectively for outcomes for your children. Money makes a big difference here [...] but also understanding the rules of the game.[74]

---

71 Q57

72 Ofsted, "Unseen Children: HMCI speech 20 June 2013", 20 June 2013 (accessed 28 November 2013)

73 Professor Steve Strand (WWC 4) para 8–9

74 Q60

The Joseph Rowntree Foundation's view was that "impact comes not from changing parents' attitudes or aspirations, but rather from giving parents better information and access to appropriate support and advice".[75] Dr Ruth McLellan (Southampton Solent University) drew on information from her doctoral thesis on white working class boys to argue that "disadvantaged families had high aspirations, however their immediate social networks had little educational experience. This directly impacted on the amount of educational social capital resource available within the network to help mobilise aspirations, which in turn raised motivation for attainment".[76]

Parental engagement and family learning

58. ASCL told us that parental engagement was a particular issue for white working class children, and that "Schools report that white working class families are often the hardest to draw into the life of the school and to engage with their children's learning".[77] Conversely, NASUWT told us that "Evidence challenges the assumption that working class families do not value education and are reluctant to engage in their child's education".[78]

59. A NIACE report on Family Learning[79] quoted research showing that parental involvement in school was "more than four times as important as socio-economic class in influencing the academic performance of young people aged 16".[80] In a similar vein, the Minister drew on the Department for Children Schools and Families' 2010 report on identifying components of attainment gaps[81] to argue that parental engagement was the third most important factor in educational underachievement:

> We know, from this work that was done in 2010, that if you take the top factors that explain the differences in attainment, the first couple are fairly predictable. They are income and material deprivation and SEN status. I do not think those would really surprise anybody. Then, behind that, we have parental engagement as the third factor, and parental employment status will obviously link to income issues but not completely. There is parental background, and we have, lower down the ranking, pupil aspirations. That appears to suggest that getting parents onside and getting parents to be very aspirational are factors that seem to be important for the ethnic community.[82]

75 Joseph Rowntree Foundation (WWC 9) para 4.5

76 Ruth McLellan (WWC 12) para 3.5.1

77 Association of School and College Leaders (WWC 5) para 12

78 NASUWT (WWC 26) p 1

79 NIACE, *Family Learning Works: The Inquiry into Family Learning in England and Wales* (October 2013)

80 NIACE, *Family Learning Works*, quoting Nunn, A. et al. (2007) *Factors influencing social mobility*, Research Report No. 450, London: Department for Work and Pensions.

81 Department for Children, Schools and Families, *Identifying Components of Attainment Gaps* (March 2010), Research Report DCSF-RR217

82 Q314

Parenting skills and language in the home

60. The Sutton Trust recently reported that 40% of children miss out on "the parenting needed to succeed in life", and that "securely attached children are more resilient to poverty, family instability, parental stress and depression. Boys growing up in poverty are two and a half times less likely to display behaviour problems at school if they formed secure attachments with parents in their early years".[83]

61. In its 2013 state of the nation report, the Social Mobility and Child Poverty Commission noted that there was currently a lack of focus on parenting, and was concerned that "not enough is being done to help parents to parent".[84]

62. Loic Menzies also pointed to research into the effect of language used in the home:

> We know, for example, the huge differences in the amount of language that is used by parents of children in low socio-economic groups, and the language they use in higher socio-economic groups. We know the difference in the type of language they are using. We know that by shifting that, we can have a big impact on attainment.[85]

Owen Jones (Author, *Chavs*) described this as a difference in "cultural capital": "A middle class child will be exposed to broader vocabulary from the earliest age, will be surrounded by books, and is more likely to be read to by parents".[86] David Jones, a primary school headteacher in Bradford, told us about his school's "Time to talk" initiative, which involved providing activities for children and parents to do together as a way to tackle this difference in cultural capital:

> The important thing is that you sit face-to-face with your children and do these things, and that you speak with them. We found that that engaged the parents and that they then came to the phonics classes. It was a very small step, but a practical approach, and we found that it paid some dividends.[87]

63. ***The evidence we heard related to how the amount of language and breadth of vocabulary used in the home in the early years varies by socio-economic status. It is not clear whether this is a particular issue in white working class homes as opposed to other ethnic groups. We believe that this issue is critical. Further research in this area is needed, given the importance of oracy to child development.***

64. We asked the Minister whether there was scope for including parenting skills in the national curriculum, particularly given that some young people may have children very soon after leaving school. The Minister dismissed this idea:

---

83 "40% of Children Miss Out On The Parenting Needed To Succeed In Life—Sutton Trust", The Sutton Trust, 21 March 2014

84 Social Mobility and Child Poverty Commission, *State of the Nation 2013: social mobility and child poverty in Great Britain*, October 2013, p 19

85 Q77

86 Q247

87 Q167

> Barely a day passes at the DfE without somebody asking us to add a new compulsory subject to the curriculum [...] schools should accept that they have a wider responsibility than the core academic curriculum. The main policy challenge is to get all young people with the right qualifications so that they do not end up just having children as a better alternative to going into a dead-end job or having no job at all.[88]

School factors

Can schools make a difference?

65. A report for the Institute for Public Policy Research in 2012 explored the role that schools can play in tackling the general link between educational achievement and family income, and noted that academic studies generally had found that "about 20 per cent of variability in a pupil's achievement is attributable to school-level factors, with around 80 per cent attributable to pupil-level factors".[89] Similarly, ASCL felt that the problem was "not of schools' making [...] they cannot solve it by themselves",[90] and Ofsted told us that "[…] factors beyond the school gates and in the communities where pupils live can have a detrimental impact on their achievement. Schools can do much to improve outcomes for disadvantaged pupils but only so much".[91] On the other hand, the Joseph Rowntree Foundation struck a more optimistic note from a similar figure: "Schools do make a difference to outcomes. While students' social and economic circumstances are the most important factors explaining their educational results, we find that about 14% of the incidence of low achievement is attributable to school quality".[92] We recognise the challenges caused by social problems but we saw in Figure 6 how dramatic the impact of schools can be on economically disadvantaged pupils.[93]

Curriculum relevance

66. Several submissions suggested that the perceived relevance of the curriculum was a factor in disengagement with schooling by white working class children. Professor Diane Reay told us that the Government should:

> Develop ways of offering the white working classes subjects they want to learn, introducing a greater degree of choice and voluntarism into the curriculum so that the white working classes no longer feel schools offer them nothing they can see as relevant to their lives.[94]

---

88 Qq385–387

89 Clifton, J. and Cook, C. *A Long Division: Closing the Gap in England's Secondary Schools*, Institute for Public Policy Research, September 2012, p 4

90 Association of School and College Leaders (WWC 5) para 3

91 Ofsted (WWC 37) p 1

92 Cassen, R. and Kingdon, G., *Tackling Low Educational Achievement*, Joseph Rowntree Foundation (2007), pp xi-xii

93 See paragraph 47.

94 Professor Diane Reay (WWC 2) para 18

In oral evidence Dr Chris Wood (Her Majesty's Inspector) explained that:

> The most successful schools make sure that the curriculum is really well-suited to those individuals. What does that mean in practice? What it means in practice is it is built around their needs and their interests, but it is underpinned by a really good grounding in literacy and numeracy, particularly in terms of early reading.[95]

Professor Becky Francis echoed this by calling for "flex" within a school's curriculum so that students could "pursue subjects for which they have a passion".[96] In contrast, Dr Kevan Collins (Chief Executive, Education Endowment Foundation) argued that: "pedagogy trumps curriculum every time. It is very clear that the way you teach and how you teach is always more powerful than just changing the curriculum".[97]

Absences and exclusions

67. The DfE told us that both deprivation and white ethnicity were associated with higher rates of absence from school, and with higher rates of fixed period exclusions.[98] While it is logical that absence from school can have a negative effect on educational outcomes, it is also possible that low achievement itself can fuel disengagement and increase absences. Table 7 shows that white British FSM children are absent far more often than Indian, Pakistani and Bangladeshi FSM children, but have a similar absence rate to mixed white and black Caribbean FSM children. Subgroups within the white category have the highest absence rates overall. In contrast, white British children who are not eligible for free school meals have a similar absence rate to other non-FSM children (other than the smaller white subgroups). Overall, the absence rate has fallen consistently since 2007/08.[99]

95 Q105

96 Professor Becky Francis (WWC 30) para 15

97 Q 135 [Dr Collins]

98 Department for Education (WWC 28) paras 19–20

99 Department for Education, *Pupil absence in schools in England, including pupil characteristics*, SFR 10/2013, May 2013

Table 7: Absence rates (proportion of sessions missed) by ethnicity and FSM eligibility, 2012–2013 (state funded primary, secondary and special schools, England)

	FSM eligible		Non-FSM	
	Total absence (% of session)	Unauthorised absence (% of session)	Total absence (% of session)	Unauthorised absence (% of session)
White	**8.4**	**2.6**	**4.8**	**0.7**
White British	8.4	2.6	4.7	0.7
Irish	10.7	4.0	4.9	0.7
Traveller of Irish heritage	19.7	8.2	23.1	6.7
Gypsy/ Roma	15.2	7.1	14.6	5.6
Any other white background	7.3	2.5	5.6	1.3
Mixed	**7.7**	**2.5**	**4.7**	**0.9**
White and Black Caribbean	8.3	2.9	5.1	1.1
White and Black African	6.7	2.1	4.4	0.8
White and Asian	7.6	2.4	4.5	0.7
Any other mixed background	7.4	2.3	4.7	0.8
Asian	**5.8**	**1.6**	**4.6**	**0.9**
Indian	5.4	1.2	4.1	0.6
Pakistani	6.1	1.7	5.0	1.1
Bangladeshi	5.5	1.4	4.9	1.0
Any other Asian background	5.5	1.5	4.2	0.8
Black	**4.6**	**1.3**	**3.3**	**0.7**
Black Caribbean	6.1	2.0	4.1	1.0
Black African	3.9	1.0	2.8	0.6
Any other Black background	5.4	1.6	3.7	0.8
Chinese	**3.5**	**0.8**	**3.0**	**0.4**
Any other ethnic group	5.5	1.7	4.8	1.2

Source: Department for Education (WWC 40)

68. ***We welcome the reduction of the school absence rate in recent years. The Government must continue to focus on encouraging reduced absence from school.***

69. Table 8 shows that the exclusions picture is more complicated. While white British children eligible for free school meals have a much higher rate of fixed and permanent exclusions to similarly economically deprived Indian, Pakistani and Bangladeshi children, black Caribbean and mixed white and black Caribbean children have a higher rate still.

Table 8: Rates of fixed period and permanent exclusions, 2011-12

	FSM eligible		Non-FSM	
	Fixed period exclusions (% of population)	Permanent exclusions (% of population)	Fixed period exclusions (% of population)	Permanent exclusions (% of population)
White	**5.61**	**0.23**	**1.86**	**0.05**
White British	5.66	0.23	1.87	0.05
Irish	6.68	0.36	2.09	0.06
Traveller of Irish heritage	9.51	0.25	5.31	0.69
Gypsy/ Roma	9.71	0.47	5.45	0.24
Any other white background	3.64	0.15	1.47	0.04
Mixed	**5.65**	**0.26**	**2.44**	**0.08**
White and Black Caribbean	7.49	0.38	4.06	0.15
White and Black African	4.25	0.16	2.37	0.08
White and Asian	3.76	0.12	1.35	0.04
Any other mixed background	4.95	0.22	1.95	0.06
Asian	**2.57**	**0.08**	**1.15**	**0.02**
Indian	1.74	0.04	0.65	0.01
Pakistani	2.93	0.09	1.59	0.04
Bangladeshi	2.25	0.07	1.26	0.03
Any other Asian background	2.65	0.07	0.97	0.02
Black	**4.69**	**0.16**	**3.31**	**0.10**
Black Caribbean	6.74	0.35	4.79	0.18
Black African	3.88	0.09	2.61	0.06
Any other Black background	4.96	0.13	3.36	0.11
Chinese	**0.42**	**x**	**0.36**	**x**
Any other ethnic group	3.15	0.10	1.55	0.04

Source: Department for Education (WWC 41)

Cultural clashes and behaviour

70. A number of submissions noted that educational experience is not only linked to the formal curriculum but also to the social interactions that pupils engage in within the school. Based on a two-year research project on working class families in Bermondsey, South London, Gillian Evans's book *Educational Failure and Working Class White Children in Britain* highlights the differences in culture which working class pupils often encounter between their home, the street, and their schools.[100] She argues that white working class boys are often pressured to uphold a stereotypical tough 'street' reputation which is linked to concepts of masculinity, and which competes with a positive attitude towards schooling.

71. Gillian Evans describes how this leads to the challenge of a "chaotic school in which a minority of disruptive boys dominate proceedings, a high-adrenaline environment where both children and staff have to cope constantly with the threat of disruption, intimidation and violence".[101] On peer behaviour, she notes that "the unobtrusive children, the ones who behave well but struggle to learn, continue to quietly demonstrate the fallacy that good behaviour means effective learning. Their lack of progress highlights the cost to the whole

100 Evans, G., *Educational Failure and Working Class White Children in Britain*, Palgrave Macmillan 2006

101 Evans, G., *Educational Failure and Working Class White Children in Britain*, Palgrave Macmillan 2006, p 96

class of the teachers' continuous focus on trying to manage the behaviour of disruptive boys".[102]

72. The Joseph Rowntree Foundation referred to a "middle-class ethos" in schools, to which working class children and their parents do not relate.[103] Professor Diane Reay told us that an education system that "accords positive value and meaning to working-classness" was needed, "instead of trying to make [everyone] middle class".[104] Professor Denis Mongon echoed this sentiment: "If you are working class and successful, you have got to abandon your mates and your community, because our system requires you to move on and be different. It is a big cultural ask for some youngsters at that very tense teenage point".[105]

Wider social issues and other factors

Working class engagement with the "marketization" of education

73. The Government has made efforts recently to encourage parents to choose a school for their child based on data published by the Department for Education. A December 2013 report for the Sutton Trust found that although less than half of parents in each social group had made use of school attainment data in choosing schools for their children, it was disproportionately middle class parents who did so.[106] The report notes that "the assumption underpinning 'parental choice' is that parents are all equally informed and engaged in active choice-making", but Professor Francis explained that some working class parents behaved in ways that were more associated with the middle classes.[107] The Minister told us that he wanted to encourage working class parents to be more involved in school choice:

> Sometimes people do complain about sharp-elbowed parents and people who seek to invest a huge amount of money to give their young people opportunities in life, but we should not complain about any parent doing those things, whether they are in the state sector or the private sector. To do all you can to help your children succeed in life is exactly what we want everybody to be doing. I am afraid that we cannot cap any of those opportunities. What we need to do is extend them to young people who are not getting them at the moment.[108]

102 Evans, G., *Educational Failure and Working Class White Children in Britain*, Palgrave Macmillan 2006, p 92

103 Joseph Rowntree Foundation (WWC 9) para 4.5

104 Professor Diane Reay (WWC 2) para 15

105 Q257

106 Francis, B. And Hutchings, M., *Parent Power? Using money and information to boost children's chances of educational success*, The Sutton Trust, December 2013

107 Q82

108 Q328

The "immigrant paradigm"

74. A suggestion from some witnesses was that those who are new to a country are more willing to work hard or more likely to view education as a route out of poverty. Conversely, immigrants may also have less access to social capital or may be less familiar with the education system. The Minister referred to the "immigrant paradigm"[109] in the following terms:

> We have some evidence that in areas like London there are some higher aspirations that have an attainment impact. Sometimes that seems to be related to immigrant groups, who may be more aspirational by the nature that they have made big efforts to get where they are.[110]

75. The OECD's PISA studies include information on immigration status and socio-economic status, but not ethnicity. In this context, children are classified as immigrants if they or their parents were born outside the country.[111] The OECD's own analysis of PISA 2009 data gives the following messages:

> Immigrant students who share a common country of origin, and therefore many cultural similarities, perform very differently across school systems [...] The difference in performance between immigrant students and non-immigrant students of similar socio-economic status is smaller in school systems with large immigrant populations and where immigrant students are as diverse in socio-economic status as other students.[112]

Written evidence from Dr John Jerrim notes no statistically significant differences in maths test scores between "native" and "immigrant" students in the UK, irrespective of socio-economic status.[113] This is consistent across the ten countries considered in his evidence; only in Australia do disadvantaged immigrant boys outperform disadvantaged native boys. Other studies report higher achievement by second-generation immigrants after control for socio-economic status and country of origin.[114]

Changing labour markets and the effect on engagement

76. The NUT's 2009 report *Opening Locked Doors—Educational Achievement and White Working Class Young People* suggested that changing labour markets might offer an explanation for disengagement in education: "Thirty years ago a fourteen- or fifteen-year-old working class young person could walk out of school and into a decent working class

109 Kao, G., & Thompson, J.S. (2003). Racial and ethnic stratification in educational achievement and attainment. *Annual review of Sociology*, 29(1), pp 417-442

110 Q324

111 Institute of Education (WWC 32) p 1

112 OECD, *PISA in Focus (no. 33) 2013/10*, October 2013

113 Institute of Education (WWC 32) p 3

114 Levels, M., & Dronkers, J. (2008). Educational performance of native and immigrant children from various countries of origin. Ethnic and Racial Studies, 31, pp 1404-1425

job. That is no longer the case".[115] David Jones, a primary school headteacher from Bradford, described for us how underachievement in education is now more damaging for young people as a result of this change in labour opportunities over time:

> The impact of educational failure [in the past] was probably that you were condemned to a life of mass employment in whatever regional industry there was. Within that, you could be a fine, upstanding citizen and probably enjoy some of the cultural benefits of being in a brass band, working in textiles and all the other positive things that that working class life brought with it. Now, sometimes, it is to be condemned to the forgotten pile, and to have a life that has multiple deprivation and turbulence. Perhaps that is why we concentrate on it.[116]

Owen Jones described this phenomenon as the "hourglass" shape of the economy:

> […] we have the growth in middle-class professional jobs at the top and then low-paid, often very insecure service-sector jobs at the bottom. That means, if you are a school leaver where you could have got, as a boy, an apprenticeship as a route, therefore, to a skilled job, that does not exist so much. There is a growing need to academically prosper.[117]

Professor Alison Wolf (Sir Roy Griffiths Professor of Public Sector Management, King's College London) noted the regional dimension of this issue:

> We do need to recognise that a lot of the low achievement that is concentrated among white working class children is also related to where they live and, in many cases, to the fact that there are large parts of this country […] where you have got an economy that is still bearing the scars of the end of manufacturing and industrial employment […] a lot of the careers and jobs that were the bedrock of white working class family life for many decades and generations have vanished and have not been well replaced.[118]

Genetics

77. We also explored the role of genetics in shaping educational outcomes. Professor Robert Plomin (Professor of Behavioural Genetics, Kings College London) told us that 50% of the *variation* in children's individual educational achievement were the result of genetic factors, but that this finding could be misinterpreted as suggesting that half of a child's *ability* was a result of their genes.[119] Professor Plomin was also careful not to suggest that any policy conclusions necessarily followed from this result, but that "one thing that would seem to follow from recognising and respecting genetic differences between children is that

115 National Union of Teachers, *Opening Locked Doors: Educational Achievement and White Working Class Young People*, 2009, para 45

116 Q164

117 Q246

118 Q185

119 Q66

you do not just blame teachers, and you do not just blame parents. Kids are different; they are different from birth".[120]

78. While genetics may account for a substantial proportion of the differences in attainment between children in the population overall, this does not in itself mean that genetics is an explanation for the differences between different social classes; the effect will apply *within* each subgroup. Nevertheless, Professor Plomin described the role of genetics as "the elephant in the classroom", and told us that "When the chips come out—they are called chips, which can identify people's DNA differences—it is really going to change things fast".[121] The Minister was more sceptical:

> […] we need to do a bit more research to establish whether the professor is right or not. We do not, at the moment, have any solid international database, let alone a DfE database, that would allow us to establish whether he is correct […] In any case, I am not sure what policy implications it would have for us. We can see from places such as inner London the massive impact on young people you can make if you get the school system right. Our focus is on trying to achieve similar big improvements in attainment and reductions in the gap that we have. We would want to do that whatever genetic characteristics particular individuals might have, and we certainly would not want that to be an excuse for accepting low levels of attainment.[122]

We accept that, like social disadvantage, genetics has a role to play in educational outcomes although it is not clear to what extent. This should not deflect attention from the difference a school can make.

120 Q73

121 Q70 [Professor Plomin]

122 Q302

4 Addressing the problem

Accountability

79. The headline accountability measure for schools is currently the proportion of children achieving a benchmark at key stage 2 or key stage 4.[123] We have argued previously that this encourages schools to focus on pupils at the borderline of this threshold—the C/D candidates at GCSE level—rather than seek to improve the performance of all pupils.[124] From late 2016, the "Progress 8" measure will be introduced as the floor standard, "measuring students' progress measured across eight subjects: English; mathematics; three other English Baccalaureate (EBacc) subjects (sciences, computer science, geography, history and languages); and three further subjects, which can be from the range of EBacc subjects, or can be any other approved, high-value arts, academic, or vocational qualification".[125] We welcome this change, and believe that it will be beneficial to all pupils—including white working class children.

80. Ofsted told us that "It is now harder for schools to be judged good or outstanding where the achievement of disadvantaged pupils is below that of other pupils".[126] This is also to be welcomed.

"Closing the gap"

The Pupil Premium

81. The pupil premium is additional funding given to publicly funded schools in England "to raise the attainment of disadvantaged pupils and close the gap between them and their peers".[127] Introduced in 2011, the funding is available to both mainstream and non-mainstream schools, such as special schools and pupil referral units. Since 2012 it has been paid to schools according to the number of pupils who have:

- registered as eligible for free school meals at any point in the last 6 years ('Ever-6 FSM')
- been in care for 6 months or longer[128]

In the 2013/14 financial year, schools receive £953 for each eligible primary-aged pupil and £900 for each eligible secondary-aged pupil. "Ever-6 FSM" covers 1.83 million pupils.[129] In

123 Department for Education, *Progress 8 factsheet*

124 Education Committee, First Report of Session 2012–13, The administration of examinations for 15–19 year olds in England, HC 141, para 192

125 Department for Education, *Progress 8 factsheet*

126 Ofsted (WWC 23) p 1

127 Department for Education, "Pupil Premium: information for schools", 22 January 2014 (accessed on 12 February 2014)

128 Department for Education, "Pupil Premium: information for schools", 22 January 2014 (accessed on 12 February 2014)

129 Q332

addition, the Government has recently announced a prize fund of £4m to be awarded to schools that best improve the performance of their disadvantaged pupils.[130]

82. The question of how well the pupil premium is performing for disadvantaged children was explored by the think tank Demos, which found that in 72 out of 152 local authorities in England the free school meals attainment gap at GCSE level widened in 2012/13, and that in 66 areas the gap was wider than when the pupil premium was introduced.[131] In a letter to the *Guardian*, Professor Becky Francis, Dr John Dunford and Dr Kevan Collins described a brighter picture at primary level, with the gap closing by 3 percentage points at Key Stage 2 between 2011 and 2012.[132] We asked the Minister for his views on the evidence for the impact of the pupil premium. He told us:

> It is only two years into the pupil premium, so we are talking about the results of young people who have spent most of their time in a school system that has not had this money. We will not really know how successful it has been until two, three, four, or five years down the line.[133]

83. The Minister also told us that the pupil premium would be the appropriate source of funding for parental engagement activity:

> If schools decide that getting young people from disadvantaged backgrounds properly engaged is a big priority—getting parental engagement, getting children to get in through the school gate each day and attend, and having them motivated in the right way—they ought to think about using their pupil premium for that.[134]

> […] the pupil premium is exactly the kind of thing that could be used by schools, particularly where there is a large disengagement problem—if they think there is evidence this works—to employ somebody who could spend quite a lot of their time engaging with families, sorting out problems, making sure parents are supportive of the school and getting children into school each day and on time. As you know, many of the best schools do this already.[135]

84. Nevertheless, the Social Mobility and Child Poverty Commission suggests that "nearly two-thirds of students not getting English and maths GCSE at grades A*-C are ineligible

130 "Schools best at helping disadvantaged pupils to share £4 million prize fund", Department for Education, 1 May 2014

131 "A tale of two classrooms: London results skew national picture as educational inequality on the rise", Demos, January 2014

132 "Positive signs on the Pupil Premium effect", *The Guardian*, 3 February 2014

133 Q329

134 Q365

135 Q327

for the pupil premium […] Schools should have some flexibility to use the pupil premium for disadvantaged students and for low attainers".[136]

85. **We welcome the introduction of the pupil premium and the recent announcement of its extension to early years. The Government should continue to monitor the impact of this policy.**

86. Ofsted produced a report in February 2013 on the way in which the pupil premium was being used by schools, based on visits to 68 primary and secondary schools.[137]

87. ***We welcome Ofsted's 2013 report on the use of the pupil premium and recommend that a similar report be produced annually to highlight how effective schools are in using this money, focusing on the impact and highlighting case studies of schools where the greatest progress is being achieved.***

Other disadvantage funding

88. The Minister emphasised that in excess of £6 billion was being spent on deprivation funding in schools, only £2.5 billion of which was the pupil premium. The other funding, distributed by local authorities, was based on IDACI measures of deprivation and low prior attainment, and thus included children who were not eligible for free school meals or the pupil premium but were still underachieving.[138] The Minister argued that the apparent cliff-edge of eligibility for the pupil premium was softened by the use of these measures,[139] but he was willing to consider whether other methods should be used to target money in the future:

> It would be a brave Minister who would say that they could be confident that it would be perfect. So one of the challenges as we go into the next Parliament [...] should be to look at the way we are funding disadvantage.[140]

89. We were particularly interested to learn during our visit to the Netherlands, as part of our Sure Start inquiry, that the level of parental qualifications was used as a means of targeting additional funding for disadvantaged pupils. The Minister told us that he was "perfectly open and perfectly interested in commissioning work on whether there are other characteristics of pupils [that should be used to target disadvantage funding] […] We have, so far, distributed money in the most rational way open to us based on the evidence. It would be useful to go on looking at that evidence and trying to improve the system".[141]

---

136 Social Mobility and Child Poverty Commission, *State of the Nation 2013: social mobility and child poverty in Great Britain*, October 2013, p22

137 Ofsted, *The Pupil Premium: How schools are spending the funding successfully to maximise achievement*, February 2013

138 Q316

139 Q317

140 Q317

141 Q333

90. ***We welcome the Minister's willingness to investigate whether other measures of disadvantage may be more appropriate for allocating disadvantage funding and tracking the performance of disadvantaged groups. The Government should move quickly to do this.***

The EEF Toolkit

91. Joint written evidence from the Sutton Trust and the Education Endowment Foundation (EEF) highlighted the 'EEF toolkit'[142] as a way of schools assessing the effectiveness of interventions. The toolkit is a synthesis of over 8,000 research studies which identifies high-impact techniques such as improving the quality of feedback to pupils and the use of collaborative learning to raise attainment.[143] The Toolkit currently covers 33 topics, each summarised in terms of their average impact on attainment, the strength of the evidence supporting them and their cost. According to the National Foundation for Education Research (NFER), 36% of school leaders say that their school uses the toolkit to help decide how to use pupil premium funding, with 67% using either the toolkit or some other kind of research evidence.[144]

92. **We see the EEF Toolkit as a positive development which will help schools to make informed decisions about how to make best use of pupil premium funding. This will be particularly important to support the roll-out of the pupil premium to early years settings.**

Tackling regional variation

A national strategy versus area-based responses

93. Despite the existence in the past of a range of targeted strategies for tackling ethnic minority underachievement, relatively few of our witnesses called for a specific national strategy for addressing white working class underachievement. The Minister argued that:

> Circumstances differ markedly from place to place, and depend upon the social mix at the particular school or college. The situation for a white working class pupil in a school with predominantly middle class pupils presents different challenges from that of working class pupils [...] It is important that schools are able to decide at their local level what approaches to take, tailoring them to their particular environment and priorities.[145]

Teach First supported this view: "[...] White working class children are not a homogenous group. The challenges they face vary greatly and are often driven by geographical and economic factors, rather than ethnicity".[146] Buckinghamshire County Council suggested

142 http://educationendowmentfoundation.org.uk/toolkit/

143 Sutton Trust-EEF (WWC 11) para 13

144 Sutton Trust-EEF (WWC 11) para 13

145 Association of School and College Leaders (WWC 5) para 15

146 Teach First (WWC 10) para 7

that "The impact of relative deprivation by comparison with the community you live with is distinct from being a member of a community where a larger number are from a similar social and economic context".[147] The Minister told us that he was "[…] not particularly in favour of devising all sorts of different strategies for different ethnic groups", but that

> […] we do need to learn the lessons of why it is that these ethnic groups, both in and outside London, appear to have better levels of attainment for the same level of deprivation, because that might help us to understand what we need to do for white children to improve their attainment beyond the things that we know work for all children.[148]

Regional programmes

94. The Social Mobility and Child Poverty Commission noted that the performance of poor white pupils in London was much better than in other parts of the country, and that "London is proving that deprivation need not be destiny":[149]

> Children are far more likely to do well in London schools than elsewhere in England. That is particularly the case for the most disadvantaged pupils [...] Although some commentators have suggested that London's performance is driven by the high attainment of particular ethnic groups concentrated in the capital, the effect is still observed when looking at the attainment of white pupils alone.[150]

95. Some witnesses attributed the recent improvement in the performance of children in London to the "London Challenge". This programme was established in 2003 to tackle underperformance in London secondary schools. Primary schools were included in 2008. Ofsted reported on the scheme in 2010, noting that secondary schools in London had improved at a faster rate than the rest of the country in terms of examination results.[151] The model was extended in 2008 to The City Challenge, which included programmes in Manchester and the Black Country.[152] The more generalised 'National Challenge' programme was also introduced by the then Government in 2008 to all English secondary schools whose standards were below the floor target.[153]

96. Ofsted noted that the eight-year time span for the London Challenge was important: "It had sufficient time to make a real impact. It is crucial that any future area-based strategies are not seen as quick fix solutions to complex problems. Along with high levels of

147 Buckinghamshire County Council (WWC 18) para 2.5i

148 Q313

149 Social Mobility and Child Poverty Commission, *State of the Nation 2013: social mobility and child poverty in Great Britain*, October 2013, p176

150 Social Mobility and Child Poverty Commission, *State of the Nation 2013: social mobility and child poverty in Great Britain*, October 2013, pp175-176

151 Ofsted, "The London Challenge", accessed 20 February 2014

152 Department for Education, *Evaluation of the City Challenge Programme*, 2012

153 The National Archives, Department for Education and Skills website snapshot 1 January 2007, "The London Challenge"

accountability, such approaches must be given time to implement change and bring about sustainable improvements".[154] Total funding for the City Challenge was approximately £160m: £28m for the Black Country, £50m for Manchester and £80m for London.[155] Professor Gorard emphasised the importance of suitable funding for any such approach: "The London Challenge was set up in an era of relative economic prosperity and was reasonably well-funded. In addition to any activities or changes, schools got extra money. It is not reasonable to expect other and poorer parts of England, such as the North East, to achieve the same without the same funding".[156]

97. Ofsted noted in *Unseen Children* that "area-based initiatives are often successful in stimulating local activity and are viewed positively by teachers and parents. However, it is less clear whether they offer good value for money or are accessed fully by the most disadvantaged pupils".[157] The report notes that the London Challenge is a notable exception to this.

98. We heard some evidence which was more sceptical about whether the improvements in London's performance should be attributed to the London Challenge. Professor Gorard told us that the London Challenge was "one possible explanation", but that

> The relative growth of the level 2 indicator (5+ GCSEs including English and maths) in London does not really take off until 2007 and later […] This is confounded with a change in the way this indicator was measured from 2005 onwards, the addition of English and maths to the official metric, and the economic downturn which could have influenced many other factors including who did or did not attend fee-paying schools […]The Challenge took place, unavoidably, in an era of many other interventions for London (including an overlap with preparation for the 2012 Olympics) […][158]

99. **The improvements in London's educational performance suggest that the problem of white working class underachievement in education can be tackled. In determining future policy in this area the Government must carefully assess what positive impact the London Challenge may have had and what its key features were.**

Sub-regional challenges

100. Sir Michael Wilshaw has recommended the development of sub-regional "challenges", aimed at raising the achievement of disadvantaged pupils,[159] and the Social Mobility and Child Poverty Commission has also recommended this approach.[160] Ofsted explains that

154 Ofsted (WWC 37) p 3

155 Department for Education, *Evaluation of the City Challenge Programme* (June 2012) DFE-RR215

156 Professor Stephen Gorard (WWC 35) p 3

157 Ofsted, *Unseen children: access and achievement 20 years on* (June 2013), p62

158 Professor Stephen Gorard (WWC 35) p 3

159 Ofsted, "Unseen Children: HMCI speech 20 June 2013", 20 June 2013 (accessed 28 November 2013)

160 Social Mobility and Child Poverty Commission, *State of the Nation 2013: social mobility and child poverty in Great Britain*, (October 2013) chap 6, para 59

"The potential strength of such an approach would lie in the fact that it would allow different areas to set up coherent and well-focused strategies for improvement that take into account the specific needs of a particular locality".[161] We asked the Minister for his views:

> Our attitude to sub-regional challenges is this: we are very supportive of them as a way of getting schools to work together and challenging underperformance. We are very pleased to see that a lot of regions and metropolitan areas are establishing these themselves. However, both the Secretary of State and I are nervous about centrally determined, top-down initiatives that would single out five, 10 or 15 areas of the country and say, "These are the ones that merit this type of investment and other areas do not". […] You run the risk of having borders that do not make any sense in reality. […] We need to learn the lessons of things like London Challenge and some of the other sub-regional challenges, and then we need to build those into a national system.[162]

101. We agree with the Minister that sub-regional challenges risk prioritising one area over another, but would reiterate the importance of school collaboration and cooperation, and the need to encourage this on a local basis.

Regional funding

102. Sir Michael Wilshaw has drawn attention to the fact that the distribution of underachievement has shifted away from big cities and is now most concentrated in "deprived coastal towns and rural, less populous regions of the country".[163] This makes it all the more important that the school funding formula distributes money fairly according to need, and it is disappointing that the Government has not fulfilled its promise of introducing a new national funding formula. The allocation of an additional £350m in 2015 to 2016 for the least fairly funded areas provides a welcome downpayment, but the problem has not been fully addressed.[164] We recognise the political difficulties of redistribution, but the case for reform is overwhelming and the Government must act further. In the words of the Parliamentary Under-Secretary of State for Education (Elizabeth Truss MP), the Government must "ensure that a future national funding formula properly reflects the costs, such as attracting and retaining high-quality staff in rural areas".[165]

103. ***Given the changing distribution of educational underachievement across the country, the Government must develop a new funding formula for schools which better matches allocation with need.***

---

161 Ofsted (WWC 37) p 3

162 Q383

163 "Press release: Ofsted: Too many of England's poorest children continue to be let down by the education system", Ofsted (20 June 2013)

164 "Fairer schools funding 2015 to 2016", Department for Education (accessed 1 May 2014)

165 HC Deb, 29 April 2014, col 199WH

Best practice in schools

Ofsted's 2008 good practice report–white boys from low income backgrounds

104. While Ofsted noted that there was a limit to the effect that schools alone can have, its 2008 thematic report identified the following examples of good practice in tackling the underachievement of white boys from low income backgrounds, based on a survey of 20 schools in England:[166]

- Support to develop boys' organisation skills and instill the importance of perseverance; any anti-school subculture 'left at the gates'
- Rigorous monitoring systems that track individual pupils' performance against expectations; realistic but challenging targets; tailored flexible intervention programmes and frequent review of performance against targets
- A curriculum that is tightly structured around individual needs and linked to support programmes that seek to raise aspirations
- Creative and flexible strategies to engage parents and carers, make them feel valued, enable them to give greater support to their boys' education and help them make informed decisions about the future
- Strong partnership with a wide range of agencies to provide social, emotional, educational and practical support for boys and their families in order to raise their aspirations.

105. ***We welcome Ofsted's recent focus on the issue of economically deprived white children underachieving in education, and its 2008 report on good practice in this area. We recommend that this continues to be a focus for Ofsted, and that an updated good practice report is produced.***

Providing space to complete homework

106. Data from the Longitudinal Study of Young People in Education[167] (LSYPE) includes information on the number of evenings per week young people spend completing homework. Analysis by Professor Steve Strand shows that white British students from low SES homes made the least progress over the course of secondary school, and that the most significant factors in explaining this were the frequency with which young people completed homework, their "academic self-concept" (how good they felt they were at school work), their attendance at school (see paragraph 67), and their educational aspirations (whether they aspired to continue in full-time education after age 16).[168] White

166 Ofsted, *White boys from low income backgrounds: good practice in schools* (July 2008)

167 See Chapter 2.

168 Strand, S., "Ethnicity, gender, social class and achievement gaps at age 16: intersectionality and 'getting it' for the white working class", *Research Papers in Education*, Vol 29 Issue 2, 2014

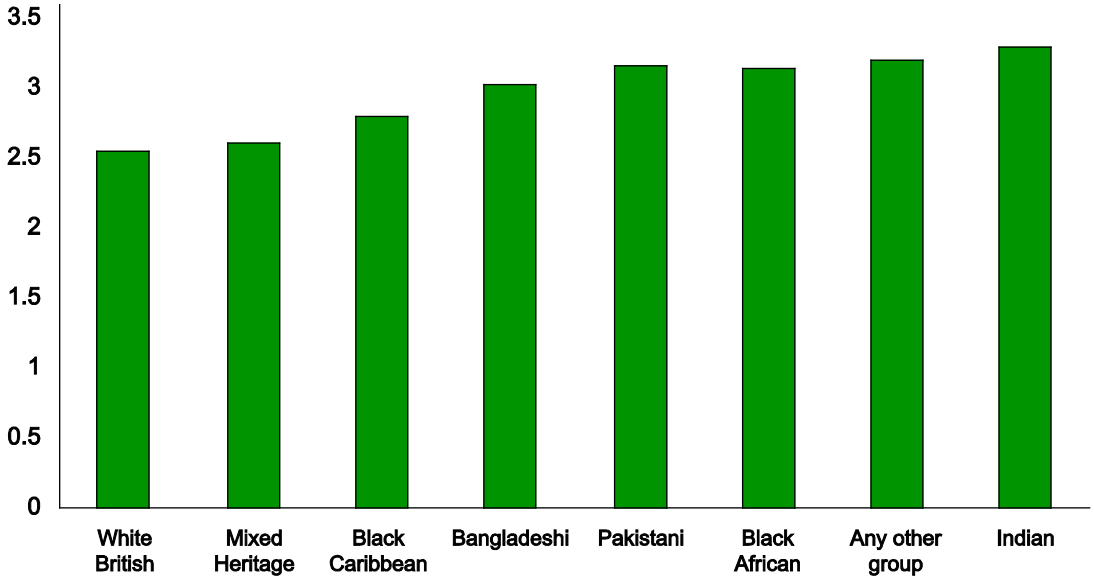
British low SES students scored lowest on each of these counts: number of evenings spent doing homework, academic self-concept, and educational aspirations:

Table 9: Mean number of evenings per week spent doing homework, by ethnicity, children classified as NS-SEC 6-8 (i.e. "working class")

Ethnic Group	Mean number of evenings per week	% 3 or more evenings per week
White British	2.54	49.3%
Mixed Heritage	2.60	52.8%
Black Caribbean	2.79	64.6%
Bangladeshi	3.02	65.8%
Pakistani	3.13	68.5%
Black African	3.13	66.8%
Any other group	3.18	67.1%
Indian	3.29	70.4%
Average		52.8%

Source: *Strand, S.,* *"Ethnicity, gender, social class and achievement gaps at age 16: intersectionality and 'getting it' for the white working class"*, Research Papers in Education, *Vol 29 Issue 2, 2014*

Figure 7: Mean number of evenings per week spent doing homework, by ethnicity, children classified as NS-SEC 6–8 ("working class")



Source: Strand, S., *"Ethnicity, gender, social class and achievement gaps at age 16: intersectionality and 'getting it' for the white working class"*, Research Papers in Education, *Vol 29 Issue 2, 2014*

107. The Association of Colleges noted that poorer students often had nowhere to work at home,[169] and Professor Denis Mongon argued that this was a better explanation than a lack of willingness to work:

> […] the evidence shows us that it is much harder for those youngsters we are talking about to do their homework […] in a room where nobody was eating,

169 Association of Colleges (WWC 24) para 13

> watching television or doing anything except their homework […] I do not think there is any intuitive natural disposition to not do the work.[170]

Owen Jones added that "If you have parents who themselves are professional middle class university-educated people, then they are in a far better position to be able to help with homework".[171]

108. One possible response to this is providing time at the end of the school day for children to complete homework. The EEF Toolkit cites research evidence from the USA which suggests that increasing the length of the school day can add two months' additional progress to pupils' attainment over the course of a year, with pupils from disadvantaged backgrounds benefitting by an additional half a months' progress relative to their peers.[172]

109. ***The current trend towards longer school days presents an opportunity for schools to provide space and time for students from lower socio-economic backgrounds to complete homework, which may particularly benefit white working class children. We recommend that Ofsted publish a best practice report on this subject to provide guidance for schools.***

Spreading good practice and school cooperation

110. Witnesses emphasised that one in seven schools manage to buck the national trend for performance of FSM children.[173] The question therefore is how to spread this good practice. Alex Burghart from the Centre for Social Justice told us that the successful schools "have clearly developed interesting means of working with their pupils and their parents. At the moment, I do not think that we have the mechanisms available to help share the learning that those schools have already developed with other schools that would benefit from it. We should probably start with what is already succeeding in the system".[174] Dr Chris Wood (Her Majesty's Inspector, Ofsted) agreed:

> It is really important that there are more opportunities for schools to share their good practice. In recent fieldwork that we did looking at successful strategies, a common theme amongst those very successful schools was they had had very limited opportunity to work with other schools to disseminate the things that they were doing so well […]. There are insufficient incentives for co-operation and taking the broader view of responsibility for the achievement of those children.[175]

111. In our 2013 report on *School Cooperation and Partnerships* we supported Sir Michael Wilshaw's proposal that an 'Exceptional' rating for headteachers should be introduced to

170 Q273

171 Q274

172 "Extended school time", Education Endowment Foundation (accessed 30 April 2014)

173 Q88 [Dr Collins]

174 Q254

175 Qq88-89

incentivise school collaboration. The Government rejected this recommendation, stating that:

> We are keen to avoid creating a proliferation of system leadership statuses. We will continue to explore whether there is more that the Government can do to recognise excellent leadership for those who provide system leadership support for under-performing schools in disadvantaged communities.[176]

The Minister explained:

> […] there is a growing expectation that good practice will be shared. What some people have suggested is that there should be a higher grade given to acknowledge system leadership, but that raises lots of issues, not only about how you would assess the quality of system leadership, but about whether it would be useful for parents to tell them about the job that their school is doing in somebody else's school […] We ought to look, and we are going to look as a Department, at whether there are other ways in which we can, in a high-profile way, acknowledge the good work being done by those schools that are willing not only to concentrate on their own pupils, but to try to improve the system as a whole.[177]

112. **Good leadership and school cooperation are critical to school improvement. We warmly welcome the Minister's commitment to encouraging system leadership and look forward to examining the Government's proposals in due course.**

Deployment of teachers

The Talented Leaders Programme and National Service

113. Ofsted's *Unseen Children* report highlights a significant regional variation in the supply of good secondary school leadership in deprived areas:

> In the North East, leadership and management is good or outstanding in just over a third of the most deprived secondary schools compared with over four fifths in London. Moreover, leadership and management are outstanding in nearly two fifths (38%) of London's 245 most deprived secondary schools compared with only one of the North East's 28 most deprived secondary schools.[178]

114. A 2008 report for the National College of School Leadership on improving the achievement of white working class children concluded that "more of the best school leaders will need to be encouraged to work in challenging contexts".[179] Written evidence from the Future Leaders Trust supported this view, arguing that "more passionate and

176 Education Committee, Fourth Special Report of Session 2013–14, *School Partnerships and Cooperation: Government response to the Committee's Fourth Report of Session 2013–14*, HC 999, para 11

177 Q345

178 Ofsted, *Unseen children: access and achievement 20 years on* (June 2013), p70

179 NCSL, *Successful leadership for promoting the achievement of White working class pupils* (November 2008), p4

outstanding school leaders should be placed in posts where their efforts can have the most impact".[180] The Trust places its leaders in areas with high numbers of white working class students such as Grimsby and the Isle of Wight, and is focusing on expanding further into coastal and rural towns.[181]

115. At the North of England conference in January 2014, the Minister said that "We need a better distribution of high-quality teachers and leaders, and support systems across the country. If not, we risk solidifying social divisions, rather than breaking them down".[182] In that speech he announced a tender exercise to identify the "delivery partner" for the Talented Leaders Programme, which would allow schools in challenging areas to "request a high-performing school leader from a pool of some of our brightest talents". The programme is expected to be launched formally later in 2014, but it has been announced that within its first two years it will match 100 high-quality school leaders to schools which need to improve. The Minister argued that:

> This is not about parachuting in 'hero heads'. The objective will be to ensure sustainable school improvement. We expect these headteachers to work with school staff to strengthen succession planning within their schools and to support the development of a long-term strategy to improve standards.[183]

116. The Government's response to the Social Mobility and Child Poverty Commission's first annual report noted that Teach First will be training 1,500 graduates in 2014 to 2015 and placing them in the most challenging schools, and that as of 2014/15 Teach First will be placing teachers in every region of England.[184]

117. Dr Kevan Collins (Chief Executive, Education Endowment Foundation) noted that "we do not necessarily have incentives to encourage our very best teachers or our best teaching to be supporting the children who are hardest to teach or have the most to learn".[185] We asked the Minister whether he agreed that there were insufficient incentives to tackle this problem, or whether a form of "national service" for teachers was appropriate, as is the case in Shanghai. He told us that:

> We need to be realistic; there are many people who have strong reasons for staying in their home area, such as strong family ties or children at local schools who are not necessarily going to move.[186]
>
> […] we need to make it easy—in a system that does have a lot of passionate, ambitious people who want to do the right thing for young people and help

180 Future Leaders Trust (WWC 21) para 11

181 Future Leaders Trust (WWC 21) para 10

182 Gov.uk, "David Laws speech to the North of England Education Conference", 16 January 2014

183 Gov.uk, "David Laws speech to the North of England Education Conference", 16 January 2014

184 HM Government, *Government's response to the annual report of the Social Mobility and Child Poverty Commission*, (March 2014), p 20

185 Q111

186 Q347

> those young people who most need help—for people to get to those schools where they can really make a difference.[187]

118. We explored the specific issue of whether headteachers were placed at significant personal risk to their careers if they take on a failing school, given that they might subsequently be asked to leave if performance did not improve quickly. Ofsted told us that it would not be possible for headteachers to be given a "grace period" unless that was something that was built into the statutory framework.[188] Dr Chris Wood added that:

> […] at Ofsted we have plenty of examples of excellent heads who have gone into schools that were failing and have turned them around. I would argue that the inspection system has within it sufficient flexibility to recognise that. […] We want to see greater incentives for the very best leaders to move to those schools.[189]

119. In considering this issue we note that "good teaching" can be contextual: while a "good" teacher may perform particularly well in one school environment, it is not obvious that transplanting teachers from one area to another will be effective in itself. Nevertheless, we believe that quality within the system should be encouraged to move towards the areas that need it the most, and that challenging schools need to be able to attract the very best applicants.

120. ***It is essential that the best teachers and leaders work in the areas that need them the most. The Government should publish an analysis of the incentives that influence where teachers choose to work, and use this to design a system that ensures that the most challenging schools can attract the best teachers and leaders.***

Data on the deployment of Newly Qualified Teachers (NQTs)

121. *Unseen Children* notes that there is a lack of data on where the best teachers are based:

> Until recently, the Teaching Agency collected information about where newly qualified teachers worked through information provided by the now defunct General Teaching Council [for England]. Currently, it does not collect this information, nor does it collect data on where the 'best' teachers go. This is a weakness in the system.[190]

The Minister told us that the DfE had a project underway that would link teacher data from the school workforce census across years and to other datasets, including on initial teacher training, which would "[...] enable analysis of teacher mobility including movers between posts/grade/schools/location and those leaving the profession".[191]

187 Q347

188 Q115

189 Q116

190 Ofsted, *Unseen children: access and achievement 20 years on* (June 2013), p80

191 Department for Education (WWC 39) pp 3–4

122. **We welcome the Government's plans to enable the analysis of data on teacher mobility, and where newly qualified teachers choose to work; this will allow for better monitoring of the effects of incentives in the system.**

Parental engagement

Evidence for the use of this approach

123. Jenny North told us that improving parental involvement and parental behaviour was a "promising" area of intervention, but was cautious about the evidence base for it:

> When I say "promising", I am being quite specific here. There is not a massive, undisputed body of evidence showing a clear causal link for changing behaviours then changing attainment, but there is far more for that than there is for raising aspirations or changing attitudes towards schooling.[192]

A NIACE report on Family Learning argued that engaging the most disadvantaged parents in their children's education, while simultaneously offering them the chance to learn themselves, can improve pupils' attainment by 15 percentage points and improve a child's reading age by six months.[193] Evidence summarised in the Sutton Trust-EEF Toolkit (see below) notes that "higher parental engagement is related with better attainment outcomes, but increasing low parental engagement is challenging".[194]

124. Ofsted produced a short report on Family Learning in 2009 based on themed inspections of 23 local authority providers of family learning and observations of 36 family learning classes on the premises of schools, at Sure Start children's centres and in a library.[195] Ofsted concluded that "Family learning programmes had a considerable impact on the achievements of both children and adults," with the needs of priority groups generally met through well-targeted provision, but "very little provision was available beyond primary education".[196]

125. In 2011 the Department for Education published a review of best practice in parental engagement which encompassed school-home links, support and training for parents, and collaboration with the community.[197] The review stated that "the evidence of the impact of family literacy, language and numeracy programmes on children's academic and learning related outcomes is extensive and robust[...][Literacy and numeracy programmes] can have a positive impact on the most disadvantaged families, including the academic outcomes of the children".[198] Specifically, the Department's review noted that programmes

192 Q58

193 NIACE, *Family Learning Works: The Inquiry into Family Learning in England and Wales* (October 2013)

194 Sutton Trust-EEF (WWC 11) para 21

195 Ofsted, *Family Learning* (2009)

196 Ofsted, *Family Learning* (2009) pp 5-6

197 Department for Education, *Review of best practice in parental engagement* (September 2011), DFE-RR156

198 Department for Education, *Review of best practice in parental engagement* (September 2011), DFE-RR156 pp 7-8

in which parents were trained to listen to their children read produced an effect size of 0.51 (about 4 months of progress), with the largest impacts produced when parents themselves taught specific reading skills to their children, with an effect size of 1.15 (over a year's progress, and over six times more effective than simply encouraging parents to read to their children).[199]

126. The DfE found, however, that there was "little robust evidence on many academic and learning related outcomes, and on many of the specific activities schools and services should undertake in pursuit of the general features of an effective parental engagement strategy".[200] Written evidence from Professor Stephen Gorard explained that while there is a strong *association* between parental engagement and educational performance, this does not necessarily mean that actions to *increase* engagement will have the desired result.[201] He explained that:

> [...] robust evaluations of interventions to increase parental involvement and assess the impact of this on children's attainment are far fewer than the studies of association, and also far fewer than studies that have simply shown that parental involvement can be increased (but without testing whether this makes a difference to attainment).[202]

A report for the Nuffield Foundation based on a meta-analysis of studies of parental involvement criticised the quality of evidence for the benefits of enhancing parental engagement.[203] Professor Gorard described a "mixed and far from encouraging picture" of the benefits of this intervention: "[Some studies] have suggested positive outcomes, some no effect, and some that parental involvement interventions may actually harm children's attainment".[204] Professor Gorard concluded that "interventions are most likely to succeed when they are aimed at young children and involve parents and staff meeting regularly in an institution". However:

> There is very little evidence of promise from evaluations of parental interventions for children of later primary age, secondary age or across phases of schooling. Practical interventions here can be safely abandoned for the present [...] Merely increasing parental involvement is not the answer in itself.[205]

127. The EEF is funding a number of programmes to improve parental engagement, including the Plymouth Parent Partnership, which provides parents with the skills they

199 Department for Education, *Review of best practice in parental engagement* (September 2011), DFE-RR156 p 67

200 Department for Education, *Review of best practice in parental engagement* (September 2011), DFE-RR156 p 9

201 Professor Stephen Gorard (WWC 20) para 2.2

202 Professor Stephen Gorard (WWC 20) para 2.2

203 See, BH and Gorard, S. *What do rigorous evaluations tell us about the most promising parental involvement interventions? A critical review of what works for disadvantaged children in different age groups*, Nuffield Foundation (2013)

204 Professor Stephen Gorard (WWC 20) para 4.3

205 Professor Stephen Gorard (WWC 20) para 5.11

need to help their child learn to read.[206] Meanwhile, the EEF Toolkit lists parental involvement as being "moderate impact for moderate cost, based on moderate evidence [...] Although parental involvement is consistently associated with pupils' success at school, the evidence about how to increase involvement to improve attainment is much less conclusive. This is particularly the case for disadvantaged families".[207] The Minister told us that:

> We have made assessments of the existing evidence base and that does show that parental engagement, if done in the right way, can have a very positive impact on attainment. What is encouraging and far better than us doing the work is that the EEF is commissioning a lot of evidence-based studies of parental engagement. In some of the first work that it has been commissioning, it has been focusing on this as a theme. That means that, once that is complete, we will have a lot more serious evidence about what type of engagement with parents works, and how it works compared with other educational interventions.[208]

128. In the context of early years education, we recommended in our 2013 Sure Start children's centres report that "research is needed into what kind of engagement with parents in their children's learning in the family home makes the difference in narrowing the gap between the most disadvantaged children and their better-off peers".[209] This is particularly the case now that the pupil premium is to be extended to the early years.[210] The Government's response to this recommendation did not refer to the issue of parental engagement,[211] and we therefore reiterate the need to investigate this.

129. ***We recommend once again that the Government commission research into what kind of engagement with parents in their children's learning makes the difference in narrowing the gap between the most economically disadvantaged children and their better-off peers, and in particular, identify from specific schools and local authorities examples of best practice that could be shared more widely.***

Early Years

130. In our report on children's centres, we noted the "critical importance of early years for future life chances makes this a fundamental test of the Government's seriousness in closing the attainment gap between the most disadvantaged children and their peers".[212] The evidence referred to in paragraph 24 of this report showing the 25 percentage point

206 Sutton Trust-EEF (WWC 11)

207 "Parental involvement", EEF Toolkit (accessed 10 January 2014)

208 Q364

209 Education Committee, Fifth Report of Session 2013–14, *Foundation Years: Sure Start children's centres*, HC 364-I, para 78

210 HM Treasury, *Budget 2014*, March 2014, para 1.184

211 Education Committee, Fifth Special Report of Session 2013–14, *Foundation Years: Sure Start children's centres: Government response*, HC 1141, para 17

212 Education Committee, Fifth Report of Session 2013–14, *Foundation Years: Sure Start children's centres*, HC 364-I, para 157

gap for white British children by the age of 5 underlines the relevance of our previous findings to this group of children. We endorse the new integrated check for 2½ year olds which should enable professionals to identify those children needing additional help and we welcome the expansion of early education for these age groups which should address this need.

131. As with primary and secondary schools, there is an urgent need to ensure that the best teachers and leaders are engaged with the most disadvantaged children. We support the Government's aim of raising the quality of the early years workforce but we remain concerned at the lack of a strategy towards realising the vision of equality between early years teachers and those in schools.

Vocational education

The impact of the Wolf reforms on white working class boys

132. FSM pupils are more likely to study vocational programmes, including those deemed to be 'Wolf-approved' (i.e. counted towards the achievement of the 5 A*–C threshold measure from 2014, as a result of the recommendations in the Wolf report.).[213] In 2012, 56% of white FSM pupils entered one or more Wolf-approved equivalent qualification, compared to 47% of all other pupils (although this pattern is the same for non-white FSM pupils).[214] The Department concluded that "The [Wolf] reforms [are expected to] have a larger impact on white FSM pupils […] almost 5% of white FSM pupils rely on non-Wolf qualifications to achieve the expected level, whereas 3% of all other pupils and just over 4% of all other FSM eligible pupils [do] [...]". The DfE also noted that the reforms will also impact more on white FSM boys than white FSM girls.[215]

Table 10: Modelled impact of Wolf recommendations on key stage 4 outcomes, 2012

DfE modeling	White FSM	All other pupils	Total
Number of eligible pupils	54,753	511,937	566,690
Number achieving 5+ A*–C inc E&M	16,948	313,340	330,288
% achieving 5+ A*–C inc E&M	31.0%	61.2%	58.3%
Number achieving 5+ A*–C inc E&M (Wolf)	14,298	296,388	310,686
% 5+ A*–C inc E&M (Wolf)	26.1%	57.9%	54.8%
Difference	-2,650	-16,952	-19,602
% Difference	-4.8%	-3.3%	-3.5%

Source: Department for Education (WWC 28) para 55

133. We asked Professor Alison Wolf to comment on this:

213 Department for Education (WWC 28) para 55ff

214 Department for Education (WWC 28) para 59

215 Department for Education (WWC 28) para 56

> When they say it will impact on them, what they are actually saying is that this was the group that was most likely to do the sorts of qualifications that we feel were not worth doing. The answer is hopefully it is going to make it much better for them, because there will not be that opportunity, or there will not be such strong perverse incentives, to put people in for qualifications that employers do not, in practice, value.[216]

We consider that vocational education is an important subject that deserves future scrutiny. In particular, a careful balance needs to be struck between ensuring that young people are given access to an academic education while avoiding portraying vocational routes as a second-class option.

Work-related learning

134. We noted in our 2013 report on *Careers Guidance for Young People* that the statutory duty for schools to provide work-related learning had been removed in August 2012,[217] and the NUT raised this again in relation to this inquiry: "Such contexts could help young people learn about and for work through the school curriculum, and could assist in particular those young people who come from homes where there is no wage earner or who come from backgrounds where they lack the social networks to learn about work or to be exposed to employment or work experience opportunities".[218] We note that new guidance for schools has been published recently and we look forward to exploring how well this meets the need for guidance on work-related learning.[219]

135. We are encouraged that the Sutton Trust has commissioned work to investigate the quantitative evidence for the effect of careers education and guidance, including analysis by social class, and we look forward to receiving the results in due course.[220]

136. The consequence of low educational attainment is too often "NEET" status—not in education, employment or training. A report for the Employers Federation found that positive relationships exist between the number of employer contacts (such as careers talks or work experience) that a young person experiences in school (between the ages of 14 and 19) and their confidence (at 19–24) in progression towards ultimate career goals and the likelihood of whether (at 19–24) they are NEET or non-NEET.[221]

---

216 Q201

217 Education Committee, Seventh Report of Session 2012–13, *Careers guidance for young people: The impact of the new duty on schools*, HC 632, para 106

218 National Union of Teachers (WWC 27) para 6

219 Department for Education, *Careers guidance and inspiration in schools: statutory guidance for governing bodies, school leaders and school staff* (April 2014)

220 Q187

221 Education and Employers Taskforce, *It's who you meet: why employer contacts at school make a difference to the employment prospects of young adults*, February 2012, p 1

Aligning social and education policies

137. As the Sutton Trust observed, "This problem will not be solved solely through the education system".[222] Given the breadth of issues explored in Chapter 3, it is also relevant to consider how other social policies interact with schools. ASCL told us that:

> Addressing white working class underachievement by setting new targets to schools and colleges, or altering the range and governance of such institutions, or interfering with the curriculum or the qualification system, is to try to treat the symptom rather than the disease. There is a need to address more fundamental issues of inequality, and to intervene at an earlier stage in a child's development to encourage and support parents to value their children's education.[223]

138. Similarly, a background report for Ofsted on the educational attainment of white British students from low income backgrounds as part of its *Access and achievement in education 2013 review* notes that "Systemic solutions will require more than excellence in the application of basic good practice by individual schools, it will require the aligned effort of a range of services and institutions". The paper goes on to explain that "Evidence [...] points directly to the mutual and accumulative benefits which services can bring to one another when improved health, housing, parenting, home learning and schooling operate in a virtuous circle".[224]

139. The National Children's Bureau and Council for Disabled Children propose that the Government should create a Children and Young People's Board, "with full ministerial representation to develop and implement a genuinely cross-government multidimensional strategy to reduce the inequality and disadvantage children and young people face".[225] NASUWT's written evidence to the inquiry observed that:

> A central component of the Every Child Matters agenda involved improving inter-agency working and collaboration across children's services. The implementation of ECM highlighted the difficulties involved in developing effective collaboration and inter-agency working [...] there were significant challenges in developing effective communication channels and difference in organisational cultures and terminology needed to be overcome [...] The NASUWT believes that this highlights the importance of a nationally coordinated, strategic approach to ensuring effective collaboration and inter-agency working.[226]

140. The Minister provided an example of current cross-department working in the form of the new child poverty strategy, which encompasses social policies such as housing and

222 Sutton Trust-EEF (WWC 11) para 7

223 Association of School and College Leaders (WWC 5) para 19

224 Mongon, D., *Educational attainment: White British students from low income backgrounds – Research paper for Ofsted's 'Access and achievement in education 2013 review'*, Ofsted (June 2013), pp 4, 37

225 National Children's Bureau and Council for Disabled Children (WWC 22) para 3

226 NASUWT (WWC 26) para 25

healthcare, with links to educational attainment. He told us that "we work closely with other Departments in Whitehall that impact on children's lives".[227] Nevertheless, the Minister told us that he was keen to concentrate primarily on school-based interventions:

> Changing some of those things outside the school gate can be much more challenging than trying to get those interventions right in schools themselves [...] I am more optimistic about making rapid progress in raising attainment for disadvantaged youngsters by really focusing on what goes on in schools and that schools can easily impact upon, rather than trying to change the whole of society, which is a rather big ambition—important, but not easy to do in the short term.[228]

> I suspect that for every pound spent, an intervention within a school with good leadership, using the right interventions, is more likely to be of use than very generic social interventions [...] the more diffuse the interventions are, and the more generic about trying to tackle wider economic disadvantage in society, the more risk there is that we will not focus on the things that make the most impact to young people.[229]

141. **We agree that there is much that schools can do to address white working class underachievement. Broader societal factors also have an enormous role to play, but this should not deflect attention from the central importance of improving school and teaching quality.**

227 Department for Education (WWC 39) p 6

228 Q309

229 Q310

5 Conclusions

142. On average, poor white children tend to perform at a much lower level in education than their more affluent peers, and at a lower level than many similarly economically-deprived children of other ethnicities. Meanwhile, the economy has changed in recent decades; while underachievement in education may once have led to a lifetime of employment in traditional routine manual occupations in factories, the consequence now is more likely to be "NEET" status.

143. This problem must be tackled by ensuring that the best teachers and leaders are incentivised to work in the schools and areas that need them the most, and by providing better advice and guidance to young people. Schools face a battle for resources and talent, and those serving poor white communities need a better chance of winning. Poor white children in rural and coastal areas have been "unseen" for too long; unless such steps are taken the potential of white working class children will be left unlocked, and the effects of the current trend will continue to be felt beyond the school gates. White working class children can achieve in education, and the Government must take these steps to ensure that they do.

Conclusions and recommendations

Definitions

1. Statements relating to the underachievement in education of white working class pupils often use eligibility for free school meals as a proxy for working class. Entitlement to FSM is not synonymous with working class, but it is a useful proxy for poverty which itself has an association with educational underachievement. (Paragraph 15)

Trends over time

2. Overall, the evidence from analysing free school meals (FSM) data is that:

    - white British children eligible for FSM are consistently the lowest performing ethnic group of children from low income households, at all ages (other than small subgroups of white children);
    - the attainment "gap" between those children eligible for free school meals and the remainder is wider for white British and Irish children than for other ethnic groups; and
    - this gap widens as children get older. (Paragraph 30)

The general link between economic deprivation and educational achievement

3. Measures of economic deprivation and socio-economic status both suggest that white "working class" children are underachieving, and that the performance of some other ethnic groups is improving faster. But they also show that similar problems persist in a number of other minority groups. (Paragraph 34)

4. *Some other ethnic groups appear to be more resilient than white British children to the effects of poverty, deprivation and low-socio-economic status on educational achievement. Further work is needed to understand why this is the case. The Government should commission a project to assess why some ethnic groups are improving faster than white British children, and what can be learned from steps taken specifically to improve the achievement of ethnic minorities. This research should include, but not be limited to, the effects of historic funding and strategies, parental expectations, community resilience and access to good schools.* (Paragraph 35)

Gender

5. The problem of white "working class" underachievement is not specific to boys; attention to both sexes is needed. (Paragraph 37)

Data quality and availability

6. *Data relating to combinations of ethnicity and free school meals status is not always readily available in Government statistical releases. The Government should ensure*

that data relating to white FSM children is included in its statistical reports. (Paragraph 40)

7. *The Government should consider how data from a range of Departments can be combined in future to develop a more rounded indicator of a child's socio-economic status than FSM eligibility alone can provide for the purposes of targeting intervention.* (Paragraph 41)

8. *The Government should act to ensure that FSM data (and any future revised indicator) is made available to post-16 institutions to allow effective monitoring of the progress of this group of young people.* (Paragraph 43)

Will school improvement alone close the gap?

9. Twice the proportion of poor children attending an outstanding school will leave with five good GCSEs when compared with the lowest rated schools, whereas the proportion of non-FSM children achieving this benchmark in outstanding schools is only 1.5 times greater than in those rated as inadequate. (Paragraph 47)

Parenting skills and language in the home

10. *The evidence we heard related to how the amount of language and breadth of vocabulary used in the home in the early years varies by socio-economic status. It is not clear whether this is a particular issue in white working class homes as opposed to other ethnic groups. We believe that this issue is critical. Further research in this area is needed, given the importance of oracy to child development.* (Paragraph 63)

Absences and exclusions

11. *We welcome the reduction of the school absence rate in recent years. The Government must continue to focus on encouraging reduced absence from school.* (Paragraph 68)

"Closing the gap"

12. We welcome the introduction of the pupil premium and the recent announcement of its extension to early years. The Government should continue to monitor the impact of this policy. (Paragraph 85)

13. *We welcome Ofsted's 2013 report on the use of the pupil premium and recommend that a similar report be produced annually to highlight how effective schools are in using this money, focusing on the impact and highlighting case studies of schools where the greatest progress is being achieved.* (Paragraph 87)

14. *We welcome the Minister's willingness to investigate whether other measures of disadvantage may be more appropriate for allocating disadvantage funding and tracking the performance of disadvantaged groups. The Government should move quickly to do this.* (Paragraph 90)

15. We see the EEF Toolkit as a positive development which will help schools to make informed decisions about how to make best use of pupil premium funding. This will be particularly important to support the roll-out of the pupil premium to early years settings. (Paragraph 92)

Tackling regional variation

16. The improvements in London's educational performance suggest that the problem of white working class underachievement in education can be tackled. In determining future policy in this area the Government must carefully assess what positive impact the London Challenge may have had and what its key features were. (Paragraph 99)

17. *Given the changing distribution of educational underachievement across the country, the Government must develop a new funding formula for schools which better matches allocation with need.* (Paragraph 103)

Best practice in schools

18. *We welcome Ofsted's recent focus on the issue of economically deprived white children underachieving in education, and its 2008 report on good practice in this area. We recommend that this continues to be a focus for Ofsted, and that an updated good practice report is produced.* (Paragraph 105)

19. *The current trend towards longer school days presents an opportunity for schools to provide space and time for students from lower socio-economic backgrounds to complete homework, which may particularly benefit white working class children. We recommend that Ofsted publish a best practice report on this subject to provide guidance for schools.* (Paragraph 109)

20. Good leadership and school cooperation are critical to school improvement. We warmly welcome the Minister's commitment to encouraging system leadership and look forward to examining the Government's proposals in due course. (Paragraph 112)

Deployment of teachers

21. *It is essential that the best teachers and leaders work in the areas that need them the most. The Government should publish an analysis of the incentives that influence where teachers choose to work, and use this to design a system that ensures that the most challenging schools can attract the best teachers and leaders.* (Paragraph 120)

22. We welcome the Government's plans to enable the analysis of data on teacher mobility, and where newly qualified teachers choose to work; this will allow for better monitoring of the effects of incentives in the system. (Paragraph 122)

Parental engagement

23. *We recommend once again that the Government commission research into what kind of engagement with parents in their children's learning makes the difference in narrowing the gap between the most economically disadvantaged children and their better-off peers, and in particular, identify from specific schools and local authorities examples of best practice that could be shared more widely.* (Paragraph 129)

Aligning social and education policies

24. We agree that there is much that schools can do to address white working class underachievement. Broader societal factors also have an enormous role to play, but this should not deflect attention from the central importance of improving school and teaching quality. (Paragraph 141)

Annex: Programme for the Committee's visit to Peterborough, 6 February 2014

Members participating in the visit: Graham Stuart MP (Chair), Alex Cunningham MP, Bill Esterson MP, Ian Mearns MP, Mr David Ward MP

Peterborough City Council

- Meeting with Sue Westcott (Executive Director, Children's Services), Gary Perkins (Head of School Improvement) and Cllr John Holdich (Council member for education)

Visit to Old Fletton Primary School and discussions with headteachers

- Introduction to Old Fletton Primary School with Sarah Levy (Headteacher) and Neal Dickson (Deputy Headteacher)
- Roundtable discussions with primary and secondary headteachers, including Emma Green (Braybrook Primary), Clare Clark (Eye CE Primary), Fiona Perkins (Eyrescroft Primary), Fran Hollingsworth (Gunthorpe Primary), Hayley Sutton (Leighton Primary), Sarah Levy (Old Fletton Primary), Neal Dickson (Old Fletton Primary), Jo Cook (Paston Ridings Primary), Collette Firth (St John's CE Primary / Winyates Primary), Eric Winstone (Ormiston Bushfield Academy), Ged Rae (Stanground Academy), and Jonathan Lewis (Acting Assistant Director (Education), Peterborough City Council)
- Lunch with headteachers

Discussions with young people not in education, employment or training (NEET)

- Small group discussions with Denham Hughes (NEET Team Manager, Peterborough City Council), Kurtis Arnett, Kai Cowlbeck, Heather Leed, Paige Nicholls and Cameron Quinn (young people who the NEET Team had been working with), Stewart Jackson MP and Cllr John Holdich

Greater Peterborough University Technical College

- Discussions with Angela Joyce (Principal, Peterborough Regional College) regarding Peterborough's plans for a University Technical College (UTC)

Formal Minutes

Wednesday 11 June 2014

Members present:

Mr Graham Stuart, in the Chair

Neil Carmichael	Ian Mearns
Alex Cunningham	Caroline Nokes
Bill Esterson	David Ward
Siobhain McDonagh	Craig Whittaker

Draft Report (*Underachievement in education by white working class children*), proposed by the Chair, brought up and read.

Ordered, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 143 read and agreed to.

Annex agreed to.

Summary agreed to.

Resolved, That the Report be the First Report of the Committee to the House.

Ordered, That the Chair make the Report to the House.

Written evidence was ordered to be reported to the House for publication on the internet.

Ordered, That embargoed copies of the Report be made available, in accordance with the provisions of Standing Order No. 134.

[Adjourned till Wednesday 18 June at 9.15 am

Witnesses

The following witnesses gave evidence. Transcripts can be viewed on the Committee's inquiry page at www.parliament.uk/education-committee.

	Question number
Wednesday 4 December 2013	
Dr Feyisa Demie, Head of Research and Statistics, Lambeth Borough Council, **Julian King-Harris,** Head of School Improvement and Standards, Slough Borough Council, **Professor David Gillborn,** Professor of Critical Race Studies, Director of the Centre for Research in Race and Education, University of Birmingham, and **Dr John Jerrim,** Lecturer in Economics and Social Statistics, Institute of Education;	Q1-52
Professor Becky Francis, Professor of Education and Social Justice, King's College London, **Loic Menzies,** Director, LKMco, **Jenny North,** Director of Policy and Strategy, Impetus—The Private Equity Company, and **Professor Robert Plomin**, Professor of Behavioural Genetics, King's College London.	Q53-85
Wednesday 15 January 2014	
Dr Christopher Wood, Her Majesty's Inspector, Ofsted, **David Hughes,** Chief Executive, National Institute of Adult Continuing Education, **Dr Kevan Collins,** Chief Executive, Education Endowment Foundation, and **Professor Stephen Gorard,** Professor of Education and Public Policy, Durham University;	Q86-141
Vic Goddard, Principal, Passmores Academy, Essex, **John Stephens,** Deputy Director, Teaching Schools, National College of Teaching and Leadership, **Heath Monk,** Chief Executive, Future Leaders Trust, and **David Jones,** Federation Head, Holybrook Primary School and Parkland Primary School, Bradford	Q142-184
Wednesday 29 January 2014	
Charles Parker, Chief Executive, The Baker Dearing Educational Trust, **Conor Ryan**, Director of Research and Communications, The Sutton Trust, **Keith Smith**, Executive Director, Funding and Programmes, Skills Funding Agency, and **Professor Alison Wolf CBE**, Sir Roy Griffiths Professor of Public Sector Management, King's College London;	Q185-243
Alex Burghart. Director of Policy, Centre for Social Justice, **Owen Jones,** Author, *Chavs: The Demonisation of the Working Class*, **Professor Denis Mongon,** Visiting Professorial Fellow, Institute of Education, University of London and **Chris Wellings,** Head of Programme Policy, Save the Children	Q244-300
Wednesday 26 February 2014	
Rt Hon David Laws MP, Minister of State for Schools, Department for Education	Q301-390

Published written evidence

The following written evidence was received and can be viewed on the Committee's inquiry web page at www.parliament.uk/education-committee. WWC numbers are generated by the evidence processing system and so may not be complete.

1 Julia Warner (WWC 01)
2 Professor Diane Reay (WWC 02)
3 Richard Burden MP (WWC 03)
4 Professor Steve Strand (WWC 04)
5 Association of School and College Leaders (WWC 05)
6 Karamat Iqbal (WWC 06)
7 Impetus—The Private Equity Foundation (WWC 07)
8 Learning Services, Leicester City Council (WWC 08)
9 Joseph Rowntree Foundation (WWC 09)
10 Teach First (WWC 10)
11 The Sutton Trust (WWC 11)
12 Ruth Mclellan (WWC 12)
13 GL Assessment (WWC 13)
14 Newham College (WWC 14)
15 Centre for Research in Race & Education (WWC 15)
16 City Year (WWC 17)
17 Buckinghamshire County Council (WWC 18)
18 Achievement For All 3As (WWC 19)
19 Stephen Gorard (WWC 20); (WWC 35)
20 The Future Leaders Trust (WWC 21)
21 National Children's Bureau (WWC 22)
22 Ofsted (WWC 23); (WWC 37)
23 Association of Colleges (WWC 24)
24 UCAS (WWC 25)
25 NASUWT (WWC 26)
26 National Union of Teachers (WWC 27)
27 Department for Education (WWC 28); (WWC 39); (WWC 40); (WWC 41); (WWC 42)
28 The Russell Group of Universities (WWC 29)
29 Professor Becky Francis (WWC30)
30 Institute of Psychiatry, King's College London (WWC 31)
31 Institute of Education (WWC 32)
32 Prisoners Education Trust (WWC 33)
33 Feyisa Demie (WWC 34)
34 Educational Endowment Foundation (WWC 36)
35 Professor Denis Mongon (WWC 38)

List of Reports from the Committee during the current Parliament

All publications from the Committee are available on the Committee's website at www.parliament.uk/education-committee.
The reference number of the Government's response to each Report is printed in brackets after the HC printing number.

Session 2010-12

First Special Report	Young people not in education, employment or training: Government Response to the Children, Schools and Families Committee's Eighth Report of Session 2009-10	HC 416
Second Special Report	The Early Years Single Funding Formula: Government Response to the Seventh Report from the Children, Schools and Families Committee, Session 2009-10	HC 524
Third Special Report	Transforming Education Outside the Classroom: Responses from the Government and Ofsted to the Sixth Report of the Children, Schools and Families Committee, Session 2009-10	HC 525
Fourth Special Report	Sure Start Children's Centres: Government Response to the Fifth Report from the Children, Schools and Families Committee, Session 2009-10	HC 768
First Report	Behaviour and Discipline in Schools	HC 516-I and -II *(HC 1316)*
Second Report	The role and performance of Ofsted	HC 570-I and II *(HC 1317)*
Fifth Special Report	Looked-after Children: Further Government Response to the Third Report from the Children, Schools and Families Committee, Session 2008-09	HC 924
Third Report	Services for young people	HC 744-I and–II *(HC 1501)*
Fourth Report	Participation by 16-19 year olds in education and training	HC 850-I and–II *(HC 1572)*
Fifth Report	The English Baccalaureate	HC 851 *(HC 1577)*
Sixth Report	Services for young people: Government Response to the Committee's Third Report of Session 2010–12	HC 1501 *(HC 1736)*
Seventh Report	Appointment of HM Chief Inspector, Ofsted	HC 1607-I
Eighth Report	Chief Regulator of Qualifications and Examinations	HC 1764-I and -II
Ninth Report	Great teachers: attracting, training and retaining the best	HC 1515-I *(HC 524, Session 2012-13)*

Session 2012-13

First Report	The administration of examinations for 15–19 year olds in England	HC 141-I (*HC 679*)
Second Report	Appointment of Chair, Social Mobility and Child Poverty Commission	HC 461-I
Third Report	Governance and leadership of the Department for Education	HC 700 *(HC 919)*
Fourth Report	Children first: the child protection system in England	HC 137-I *(HC 993)*
Fifth Report	Support for Home Education	HC 559-I *(HC 1013)*
Sixth Report	Pre-legislative scrutiny: Special Educational Needs	HC 631-I
Seventh Report	Careers guidance for young people: The impact of the new duty on schools	HC 632-I *(HC 1078)*
Eighth Report	From GCSEs to EBCs: the Government's proposals for reform	HC 808-I *(HC 1116)*

Session 2013–14

First Report	2012 GCSE English results	HC 204 *(HC 662)*
Second Report	The Role of School Governing Bodies	HC 365 *(HC 661)*
Third Report	School sport following London 2012: No more political football	HC 364 *(HC 723)*
Fourth Report	School Partnerships and Cooperation	HC 269 *(HC 999)*
Fifth Report	Foundation Years: Sure Start Children's Centres	HC 364 *(HC 1141)*
Sixth Report	Residential Children's Homes	HC 716

Session 2014-15

First Special Report	Residential Children's Homes: Government's response to Committee's Sixth Report of Session 2013-14	HC 305

77
Issue 4 ● Autumn 2013

BERA
BRITISH EDUCATIONAL RESEARCH ASSOCIATION

INSIGHTS

WHAT ACCOUNTS FOR ETHNIC ACHIEVEMENT GAPS IN SECONDARY SCHOOLS IN ENGLAND?

This study explores the size of ethnic, gender and social class gaps in achievement at age 14 and asks what factors might account for ethnic achievement gaps. For most minority groups, high levels of socio-economic deprivation can account for the achievement gaps. However, Black Caribbean students are distinctive, since socio-economic status (SES) cannot account for their achievement gap and they are the only ethnic group making less progress than White British students aged 11-14. Further analysis of the pattern of entry to different tiers of national tests suggests that teacher expectations may play some part in explaining the gap for this specific group.

KEY POINTS

1. Ethnic achievement gaps at age 14 are more than three times the size of the gender gap, although only about one-third of the size of the social class gap.
2. SES can account for the Black African, Pakistani and Bangladeshi achievement gaps, although these groups still underachieve given their high motivation and commitment.
3. SES could not account for the Black Caribbean achievement gap and they were the only ethnic group to make less progress aged 11-14 than White British students.
4. Black Caribbean students were systematically under-represented in entry to the higher tiers of national tests at age 14, and this could not be not accounted for by prior achievement or a wide range of other factors.

MAJOR IMPLICATIONS

1. Policy needs to focus clearly on the substantial socio-economic gap. The new pupil premium funding arrangements are welcome in this regard.
2. A large proportion of the Black African, Pakistani and Bangladeshi gap reflects socio-economic factors, but schools need to consider what other barriers exist to higher achievement.
3. The poor progress and low achievement of Black Caribbean students is a particular concern and the results suggest teacher expectations may play some part in this.
4. Schools should monitor and review ethnic patterns in disciplinary actions and the ethnic composition of sets and tiers of entry to GCSE examinations.

[INSIGHTS]

WHAT ACCOUNTS FOR ETHNIC ACHIEVEMENT GAPS IN SECONDARY SCHOOLS IN ENGLAND?

THE RESEARCH

BACKGROUND

Public concern about the achievement of ethnic minority groups has been long-standing in England. Broadly speaking, the mean scores of Black Caribbean, Black African, Pakistani and Bangladeshi students are below the mean for their White British peers, while the mean scores for Chinese, Indian and Irish students are higher than the mean of their White British peers.

The most frequently cited explanation for ethnic gaps in educational attainment relates to the substantial differences in socio-economic status between Black and White groups. Socio-economic disadvantage may have a direct influence on children's development, for example through limited material resources and an increased risk of a range of health and developmental problems, and an indirect influence through parental education, expectations and aspirations. However, large-scale representative studies have had mixed success.

This paper reports an analysis of the educational attainment and progress between age 11 and age 14 of over 14,500 students from the nationally representative Longitudinal Study of Young People in England (LSYPE). The outcomes of interest were students' achievement in National tests in English, mathematics and science at age 14, and in progress between age 11 and age 14. A wide range of explanatory variables were considered and organised into four main groups:

- Family background
- Parental attitudes and behaviour
- Student risk and protective factors
- School context and neighbourhood deprivation

ACHIEVEMENT GAPS

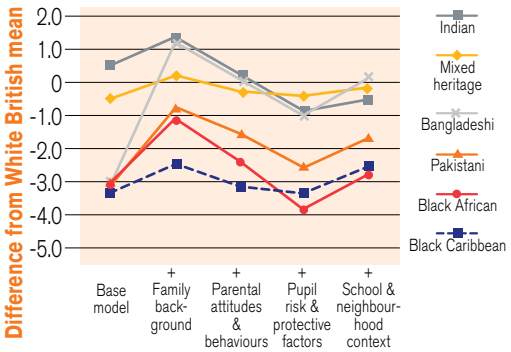
The results are presented in Figure 1. The base model reveals large ethnic achievement gaps in national tests at age 14, with a three-point gap for Black Caribbean, Black African, Pakistani and Bangladeshi pupils, indicating that these groups were on average a full year behind their White British peers in terms of National Curriculum (NC) levels.

Controlling for family socio-economic variables eliminated the Bangladeshi gap and substantially reduced the Black African and Pakistani gaps. This is a positive finding since it indicates only small differences compared to White British students of 'similar' family SES. However, including further controls for parental attitudes and student risk/resilience was associated with a marked decline in their average achievement. Although these three minority groups were on average *more* advantaged than White British students on the measures, this was not reflected in their achievement. Questions remain therefore about why these ethnic groups do not benefit from these advantaging factors in the same way White British students do.

However, most distinctive was the pattern of results for Black Caribbean students. Their gap could not be accounted for by any of the measured contextual variables. They were also the only group making less progress than White British students between age 11 and 14.

Figure 1: Ethnic achievement gaps in England at age 14 after accounting for increasingly comprehensive sets of explanatory variables

Note: For a comprehensive discussion of these results, see Strand, 2010.



TIERING AND TEACHER EXPECTATIONS

National tests in mathematics and science at age 14 were structured in tiers, with the highest test outcomes achievable only if students were

entered by their teachers to the higher tiers. Test outcomes are not therefore entirely 'objective' measures, since the outcomes are influenced by teachers' decisions about the tier to which students should be entered. Patterns of entry to higher tier papers for Black African, Pakistani and Bangladeshi groups were consistent with students' prior attainment, indicating no evidence of bias in secondary school teachers' allocation of students to tiers for these ethnic groups. However this was not the case for Black Caribbean students.

Black Caribbean students were under-represented in the higher tiers relative to White British students with the same prior age 11 test scores. Neither could it be explained by differences in any of the family background, parental attitudes, student risk/resilience or school/neighbourhood variables. All other things being equal, for every three White British students entered for the higher tier only two 'similar' Black Caribbean students are entered. The evidence points to systematic under-representation of Black Caribbean students in entry to the higher tier examinations at age 14.

It is not clear why teachers are less likely to enter Black Caribbean students to the higher test tiers. It is well established that the odds of Black Caribbean students being permanently excluded from school are twice as high as the odds for White British students, and that the odds of Black Caribbean students being statemented or at School Action Plus for Behavioural, Emotional and Social Difficulties (BESD) are 2.3 times higher than for White British students. Research suggests that teachers' judgements of students' academic potential can be distorted by affective factors such as perceptions of their behaviour. Black Caribbean students may be disproportionately allocated to lower test tiers, not as a result of direct or conscious discrimination, but because teachers' judgements of the students' academic potential are distorted by perceptions of their behaviour. Teachers are generally cautious and risk-averse with regard to entry to the higher tiers, reflecting a desire to protect students from failure. This may impact negatively on Black Caribbean students, even if their ability is not underestimated, if they are seen as more likely to be disaffected or less motivated, and at greater perceived risk of falling through the tier floor.

MAJOR IMPLICATIONS

There has been an inordinate focus in the media and in policy over the past 20 years on the gender gap in achievement, but this is actually one of the smaller achievement gaps. Policy needs to focus clearly on the more substantial gaps, particularly in relation to SES. There is a strong relationship between socio-economic disadvantage and ethnicity, and it is highly misleading to compare ethnic achievement gaps without taking into account socio-economic factors. Since a large proportion of the ethnic achievement gap reflects socio-economic disadvantage, then efforts to raise the achievement of pupils from disadvantaged backgrounds are likely to also act to close ethnic gaps in achievement.

Black African, Pakistani and Bangladeshi children still achieve less well at age 14 than would be expected, given the high commitment to education of their families and other advantaging factors such as high levels of student educational aspirations, motivation and positive attitudes to school. While subsequent follow-up of the LSYPE sample to age 16 indicates that these ethnic groups make substantial progress in the last two years of secondary school, it is still important that schools consider what other barriers may exist to higher achievement among these ethnic groups earlier in secondary school.

The poor progress and low achievement of Black Caribbean students is perhaps the most striking concern. Follow-up to age 16 continues to indicate low levels of achievement among Black Caribbean students, although White working class students also become prominent underachievers (Strand, in press). The current research suggests that teacher expectations may be one of the factors impacting on the Black Caribbean gap. It is widely recognised that teacher grades are multi-dimensional assessments, measuring not only students' academic knowledge but also teachers' judgements of their effort, participation, attendance and behaviour, as well as other factors such as the extent of parental involvement with the school. The current study demonstrates that Black Caribbean students are systematically under- →

represented in entry to the higher tiers of national science and mathematics tests at age 14 relative to their White British peers, and these differential entry rates cannot be explained by prior attainment, socio-economic status, or a wide range of measures of attitudes, aspirations, motivation or school and neighbourhood deprivation.

Schools need to consider the role of institutional arrangements that may contribute to the Black Caribbean achievement gap. For example, schools should monitor and review ethnic patterns in disciplinary actions and the ethnic composition of sets and tiers of entry to GCSE examinations. ●

FURTHER INFORMATION

The following DfE topic paper reviews ethnic achievement gaps in England:

- DfES (2006) *Ethnicity and education*. London: Department for Education and Skills. Available on the world wide web at: http://publications.teachernet.gov.uk/eOrderingDownload/DFES-0208-2006.pdf [accessed 10 June 2013).

Further details on the specific research underlying this *Insight* article can be found in the following papers:

- Strand, S. (2011) The limits of social class in explaining ethnic gaps in educational attainment. *British Educational Research Journal*, 37, (2), 197-229. http://dx.doi.org/ 10.1080/01411920903540664.
- Strand, S. (2012) The White British-Black Caribbean achievement gap: Tests, tiers and teacher expectations. *British Educational Research Journal*, 38, (1), 75-101. http://dx.doi.org/10.1080/01411926.2010.526702.

Other relevant research:

- DfE (2012) *A profile of pupil exclusions in England*. Research Report DFE-RR190. London: Department for Education.
- Strand, S., & Lindsay, G. (2009) Evidence of ethnic disproportionality in special education in an English population. *Journal of Special Education*, 43(3), 174-190. http://dx.doi.org/10.1177/0022466908320461
- Strand, S. (in press) Ethnicity, gender, social class and achievement gaps at age 16: Intersectionality and 'Getting it' for the white working class. *Research Papers in Education*, in press.

ABOUT THE AUTHOR

Steve Strand is Professor of Education at the University of Oxford and was previously Professor of Education at the University of Warwick. He is interested in equity gaps, particularly in relation to ethnicity, social class and gender, in a wide range of outcomes such as educational achievement, progress, attendance, exclusion and special educational needs. Steve has been a consultant to the England Department for Education, serving on the Black Pupils Achievement Group and the Gender Agenda.

Professor Steve Strand
Professor of Education and
Fellow of St. Cross College
University of Oxford
Department of Education
15 Norham Gardens
Oxford OX2 6PY
01865 611071
steve.strand@education.ox.ac.uk
www.education.ox.ac.uk/about-us/directory/professor-steve-strand/

About BERA

The British Educational Research Association (BERA) is a member-led charity which exists to encourage educational research and its application for the improvement of practice and public benefit.

We strive to ensure the best quality evidence from educational research informs policy makers, practitioners and the general public and contributes to economic prosperity, cultural understanding, social cohesion and personal flourishing.

www.bera.ac.uk

BERA
BRITISH EDUCATIONAL RESEARCH ASSOCIATION

Disclaimer

Publication of any *Insight* should not be seen as an endorsement by BERA of the views expressed, but as an attempt to promote academic freedom.

This article was downloaded by: [University of Warwick]
On: 05 January 2012, At: 03:36
Publisher: Routledge
Informa Ltd Registered in England and Wales Registered Number: 1072954 Registered office: Mortimer House, 37-41 Mortimer Street, London W1T 3JH, UK

British Educational Research Journal
Publication details, including instructions for authors and subscription information:
http://www.tandfonline.com/loi/cber20

The White British-Black Caribbean achievement gap: tests, tiers and teacher expectations

Steve Strand [a]
[a] University of Warwick, UK

Available online: 01 Jun 2011

To cite this article: Steve Strand (2012): The White British-Black Caribbean achievement gap: tests, tiers and teacher expectations, British Educational Research Journal, 38:1, 75-101

To link to this article: http://dx.doi.org/10.1080/01411926.2010.526702

PLEASE SCROLL DOWN FOR ARTICLE

Full terms and conditions of use: http://www.tandfonline.com/page/terms-and-conditions

This article may be used for research, teaching, and private study purposes. Any substantial or systematic reproduction, redistribution, reselling, loan, sub-licensing, systematic supply, or distribution in any form to anyone is expressly forbidden.

The publisher does not give any warranty express or implied or make any representation that the contents will be complete or accurate or up to date. The accuracy of any instructions, formulae, and drug doses should be independently verified with primary sources. The publisher shall not be liable for any loss, actions, claims, proceedings, demand, or costs or damages whatsoever or howsoever caused arising directly or indirectly in connection with or arising out of the use of this material.

British Educational Research Journal
Vol. 38, No. 1, February 2012, pp. 75–101

Routledge
Taylor & Francis Group

The White British–Black Caribbean achievement gap: tests, tiers and teacher expectations

Steve Strand*
University of Warwick, UK

Downloaded by [University of Warwick] at 03:36 05 January 2012

A recent analysis of the Longitudinal Study of Young People in England (LSYPE) indicates a White British–Black Caribbean achievement gap at age 14 which cannot be accounted for by socio-economic variables or a wide range of contextual factors. This article uses the LSYPE to analyse patterns of entry to the different tiers of national mathematics and science tests at age 14. Each tier gives access to a limited range of outcomes with the highest test outcomes achievable only if students are entered by their teachers to the higher tiers. The results indicate that Black Caribbean students are systematically under-represented in entry to the higher tiers relative to their White British peers. This gap persists after controls for prior attainment, socio-economic variables and a wide range of pupil, family, school and neighbourhood factors. Differential entry to test tiers provides a window on teacher expectation effects which may contribute to the achievement gap.

Introduction

There has been long-standing concern about the educational attainment of minority ethnic pupils in England. Early work was summarised in the Swann report (Department of Education and Science [DES], 1985), which drew on public examination results at age 16 from a number of local authorities with high proportions of ethnic minority students and concluded that 'West Indian children as a group are underachieving in our education system' (DES, 1985, p. 3). Other research in the 1980s from a range of local authorities also indicated significant differences between ethnic groups in educational attainment at primary school (e.g. Scarr *et al.*, 1983; Mortimore *et al.*, 1988) and this continued into the 1990s (Sammons, 1995; Gillborn & Gipps, 1996; Strand, 1997, 1999). Consistent data at a national level across the statutory school age range came in 2002 with the inclusion of ethnicity in the

*Institute of Education, University of Warwick, Coventry, CV4 7AL, UK. Email: steve.strand@warwick.ac.uk

ISSN 0141-1926 (print)/ISSN 1469-3518 (online)/12/010075-27
© 2012 British Educational Research Association
http://dx.doi.org/10.1080/01411926.2010.526702

pupil-level data collected in the school census. A recent topic paper from the Department for Education and Skills (DfES) has reviewed ethnic attainment gaps using the national test data at age 7, age 11 and age 14 and public examinations at age 16. While the pattern of ethnic gaps differs somewhat across age groups, and some gaps have narrowed over time, broadly speaking the attainment of Black Caribbean, Black African, Black Other, Pakistani and Bangladeshi groups is below that of their White British peers, while Chinese, Indian and Irish pupils score higher than White British (DfES, 2006, p. 39).

Why do these ethnic achievement gaps exist? Perhaps the most frequently cited explanation relates to the substantial differences in socio-economic status (SES) between Black and White groups. The Labour Force Survey 2004/05 defined 20% of White British households as being in income poverty compared to 25% of Indian, 30% of Black Caribbean, 45% of Black African, 55% of Pakistani and 65% of Bangladeshi households (Kenway & Palmer, 2007). An indicator of economic disadvantage collected directly for individual pupils in the school census is entitlement to free school meals. Combined primary and secondary school data from 2005 indicate that levels of entitlement range from 11% for Chinese, 12% for Indian, and 14% for White British pupils, up to 30% for Black Caribbean, 34% for Pakistani, 44% Black African and 47% for Bangladeshi pupils (Strand & Lindsay, 2009). Ethnic gaps in parental occupation and socio-economic class are also pronounced, with the last UK census in 2001 revealing that Pakistani, Bangladeshi and Black Caribbean workers are among the least likely to be employed in managerial and professional jobs (Simpson *et al.*, 2006, p. 48). Socio-economic disadvantage may have a direct influence on children's development, for example, through limited material resources and an increased risk of a range of health and developmental problems, and an indirect influence through parental education, expectations and aspirations (e.g. McLoyd, 1998).

However, large-scale empirical studies have had mixed success in accounting for the Black–White test score gap with SES measures. Most studies report that controls for socio-economic status typically reduce the Black–White gap by no more than one-third, and often by less, and that substantial gaps remain (e.g. Kao *et al.*, 1996; Hedges & Nowell, 1998, Phillips *et al.*, 1998; Demack *et al.*, 2000). For example Hedges & Nowell (1998) report that in the National Educational Longitudinal Study (NELS) the Black–White gap at age 18 only reduced from –0.82 SD to –0.65 SD after control for parental education and income. Similarly, Phillips *et al.* (1998) report that socio-economic status, including racial disparities in family income, wealth, parental education and school resources, explain only about a third of the Black–White test score gap for six-year-olds, and conclude that 'reducing economic inequality between black and white parents would probably not reduce the black–white gap much' (p. 138). In a recent analysis of the Longitudinal Study of Young People in England (LSYPE), a large and nationally representative sample of over 15,000 14-year-olds, Strand (2010a) reports that socio-economic variables (the social class of the home, maternal educational qualifications, gender, entitlement to a free school meal, home ownership and single-parent households) could account for the

Downloaded by [University of Warwick] at 03:36 05 January 2012

Bangladeshi gap, and reduced the Pakistani gap by over 80% and the Black African gap by two-thirds, relative to their White British peers. However, the White British–Black Caribbean gap was not reduced and their mean age 14 score remained –0.37 SD below the mean for comparable White British students, equivalent to around a whole year of progress in terms of England's National Curriculum levels. Some recent studies with very young children have reported relatively greater success. For example Fryer and Levitt's (2004) analysis of 20,000 US children born in the mid 1990s and surveyed through the Early Childhood Longitudinal Study-Kindergarten (ECLS-K) reports that controls for SES (parental occupation, education and income) reduced the Black–White gap in attainment on entry to kindergarten by 40% in mathematics and by two-thirds in reading. However, even here significant gaps remained.

In addition to SES, factors such as parenting practices and home learning environment are strong predictors of educational attainment and progress, particularly in the early years (e.g. Phillips *et al.*, 1998; Sylva *et al.*, 2004), although with older students factors such as parents' involvement with school and their educational aspirations for the young person become more prominent (e.g. Yan & Lin, 2005; Strand & Winston, 2008). However, Strand (2010a) reports that additional controls for parents' educational aspirations for their child, provision of educational resources, involvement in school, and the quality of the parent–child relationship—as well as a wide range of student factors such as attitude to school, academic self-concept, frequency of completing homework, school context and neighbourhood deprivation—were equally unable to account for low achievement of the Black Caribbean group. Neither were these factors able to explain why Black Caribbean students were the only minority ethnic group to make less *progress* than White British students during the first three years of secondary school (age 11–14), falling even further behind their White British peers than they were at age 11.

This leads to a consideration of other factors that might explain the observed gap. In recent years the concept of indirect or 'institutional' racism has become prominent, moving beyond conscious racist intent on the part of individuals to encompass organisational arrangements that may have nothing to do with ethnicity directly, but nevertheless have a disproportionate negative impact on some ethnic groups (see Gillborn, 2008, pp. 27–28 and pp. 122–123 for a fuller discussion). In the school context, ability grouping/curriculum tracking is perhaps the most prominent structural aspect of schooling that researchers have studied,[1] with several US authors proposing that Black students are disproportionately placed in low-ability groups or tracks early in their educational careers, and that such placement leads to the development of negative attitudes and behaviours related to learning and ultimately to poorer attainment (e.g. Oakes, 1985; Braddock & Slavin, 1993; Hallinan, 1996, 2001). While evidence of the under-representation of Black students in higher ability groups or tracks is strong, the evidence is more mixed on whether ethnic differences in grouping remain once controls for prior attainment or measured ability are included, with some studies reporting a decreased but still significant effect (Wang & Goldschmidt, 2003; Southworth & Mickelson, 2007) but others reporting that ethnic group differences in track placement disappear after controls for prior attainment and

Downloaded by [University of Warwick] at 03:36 05 January 2012

SES (e.g. Alexander & Cook, 1982; Hallinan, 1994; Ferguson, 1998; Lucas & Gamoran, 2002; Kelly, 2004). Similar arguments regarding the negative effects of ability grouping on Black Caribbean pupils have been made in England (e.g. Wright, 1987; Mac an Ghail, 1988; Gillborn, 1990). However, these have largely been small-scale ethnographic studies, leading other authors to conclude that 'the research fails to establish that discrimination against Black pupils occurs on any scale in the allocation of pupils to courses, or through the effects of this allocation' (Foster *et al.*, 1996, p. 105).

As the tracking literature has become more sophisticated, a sharper focus on enrolment on specific courses has emerged (e.g. algebra I, algebra II, trigonometry, etc). For example, if Black students are more likely to be enrolled in lower mathematics courses during grade 8 (age 14) they could have fewer opportunities to take more advanced classes at grade 10 (age 16) (Stevenson *et al.*, 1994). However, again the evidence is mixed, with a recent analysis of the US National Educational Longitudinal Study (NELS) by Lleras (2008) indicating that Black students are no less likely than White students to complete higher-level mathematics courses in grades 9 and 10, after control for grade 8 measures of prior attainment, engagement and mathematics class. In England a parallel with course-taking may be seen in the extensive use of differentiated test papers (commonly referred to as tiering) in national tests in science and mathematics at age 14 and in public examinations in a wide range of subjects at age 16. The national tests are presented in different tiers, each consisting of different papers that allow the award of a limited range of National Curriculum (NC) levels, and teacher judgement is used to assign students to the different test tiers. Importantly, the higher levels can only be achieved if the teacher has entered the student for the higher tier examination. This process is presumed to be more efficient, and to offer a more positive experience to students, since they are only tested on a range of items that are matched to their current level of performance, as judged by their teachers.[2] However, the element of teacher judgement introduces a social dimension to the process and there has been very little research on how this may impact on different ethnic or social class groups (Elwood & Murphy, 2002, p. 396). In a detailed study of two secondary schools, Gillborn and Youdell (2000) suggest that minority ethnic students are less likely to be entered by their teachers to the higher test tiers, and so are not able to achieve the highest test outcomes. Tikly *et al.* (2006) appear to replicate this finding across a larger sample of 18 secondary schools. However, the schools in their project were specifically selected because their African and Caribbean students were performing below the average for all pupils at age 14, and do not constitute a representative sample. Perhaps more importantly, the study includes no control for students' prior attainment and so cannot refute suggestions that any under-representation in higher tier entry at age 14 simply reflects pre-existing attainment differences at age 11, i.e. the study is not able to establish bias[3] in secondary school practices in tier allocation.

To summarise, track placement, course taking and tiered entry have been hypothesised as school organisational arrangements that impact negatively on the attainment and progress of Black students. However, the evidence on whether Black students are

Downloaded by [University of Warwick] at 03:36 05 January 2012

differentially represented in tracks, courses or tiers, net of causally preceding variables such as prior attainment, is mixed. In relation to tiering there has been no study using a large and nationally representative sample to determine whether different ethnic groups are disproportionately entered to different test tiers, and, if they are, whether these differences can be accounted for by a range of student, family, school and neighbourhood variables. This article presents such an analysis. The following specific research questions are addressed:

- Are all ethnic groups equally likely to be entered for the higher tier papers of the national tests in mathematics and science at age 14?
- If differential patterns of entry by ethnicity exist, can they be explained by the students' prior attainment (do entry patterns simply reflect 'real' differences in attainment between groups?)
- Can any differential patterns be explained by other student, family, school and neighbourhood factors, e.g. do differential patterns of entry reflect differences in home background such as social class, or differences in students' attitudes, aspirations or motivation?
- To the extent that the above analyses indicate bias in entry to the higher test tiers, what factors might account for this bias?

Downloaded by [University of Warwick] at 03:36 05 January 2012

Methodology

Sample

The data set used here is wave 1 of the Longitudinal Study of Young People in England (LSYPE). Wave 1 occurred in summer 2004, and the target population was young people attending Year 9 (age 14) in all schools in England. LSYPE used a two-stage sampling procedure. At the first stage a sample of schools was drawn with probability proportionate to size from a stratified frame by school deprivation status, region and by school admission policy (comprehensive, selective and secondary modern), and at the second stage a sample of students in Year 9 was drawn from the schools. The survey was specifically designed to support analyses in relation to ethnic group through sample boosts for the six largest minority ethnic groups: Black African; Black Caribbean; Bangladeshi; Indian; Pakistani; and students of Mixed heritage. These boosts provided representative samples of the relevant sub-populations as a whole, rather than drawing disproportionately from areas or schools with high numbers of minority ethnic students. After excluding students who had no age 14 test scores, who did not give their ethnicity or those whose main parent was not interviewed, the eligible sample was 14,503 students drawn from 629 schools, with an average number of students per school of 22.7 (range 1 to 45, SD 5.3). In the analyses to follow the data have been weighted to compensate for differential selection chances in the sample design and to remove non-response biases. Analyses were completed using the SPSS Complex Samples module V15.0.

LSYPE data collection was based on face-to-face interviews with the young person and with both parents/carers (where present). The data were linked to the school

census and to the students' national test results at age 11 in 2001 and age 14 in 2004. An initial analysis of the LSYPE data set created a set of 28 variables that were both associated with educational attainment at age 14 and exhibited significant variation across different ethnic groups. Appendix 1 gives a summary of the variables. A full description and cross-tabulations of these variables by ethnic group are given in Strand (2010).

Tiering structure in national tests at age 14

All students in England complete national tests in English, mathematics and science at the end of Year 9 (age 14). These award pupils a National Curriculum (NC) level which is age related, with a level assumed to represent roughly two years of educational progress (DES, 1988). The typical student at age 11 is expected to achieve level 4, and at age 14 to achieve level 5 or level 6. The highest level that can be awarded in the English and science tests at age 14 is level 7, although a level 8 can be awarded in the mathematics test.

There are no tiering arrangements for national tests in English at age 14 and all students sit the same test papers. However, the science test is available in two tiers, a lower tier (3–6) and a higher tier (5–7), where each tier has different papers targeted at a restricted set of levels. The principal target levels for the 3–6 tier are levels 4 and 5, and for the 5–7 tier the principal target level is level 6. The highest possible outcome (level 7) can only be achieved if the student is entered by their teacher for the higher tier. However, there are negative consequences to entering a student for the higher tier should they not achieve the expected level. If a student entered for the higher tier fails to achieve level 5, there is only a very narrow range of marks that can lead to a compensatory level 4, otherwise the student is not awarded a level and is graded unclassified (U). The tiering system is shown in Table 1. Which tier a student is entered for is a matter for the professional judgement of the teacher, which will be influenced by the teacher's perceptions of how students will cope with the demands made on them by the content and structure of the tests.

Table 1 also shows the tiering arrangements for the mathematics test, which are more complex, with tests available in four tiers (tiers 3–5, 4–6, 5–7 and 6–8). The

Table 1. Tiering structure for age 14 national tests in science and mathematics

Subject	Tier	Awardable NC levels						
Science	Lower tier (3–6)	U	3	**4**	**5**	6		
	Higher tier (5–7)	U			5	**6**	7	
Mathematics	Tier 3–5	U	**3**	4	5			
	Tier 4–6	U	3	**4**	5	6		
	Tier 5–7	U		4	**5**	6	7	
	Tier 6–8	U			5	**6**	7	8

Notes: The numbers indicate National Curriculum (NC) levels that can be achieved through the relevant tier. The shaded areas indicate the level/s at which the tier is targeted (see text). U = unclassified result.

Downloaded by [University of Warwick] at 03:36 05 January 2012

principal target level for the 3–5 tier is level 4; for the 4–6 tier it is level 5; for the 5–7 tier it is level 6; and for the 6–8 tier level 7. Again the tier a student is entered for is a matter for the professional judgement of the teacher, and an unclassified (U) grade can result if a student entered for a higher tier fails to achieve the expected level.

Analytic strategy

The pattern of entry to test tiers is analysed using logistic regression for the science test and ordinal regression for the mathematics test. These analyses identify the unique (net) contribution of particular factors to variations in tier of entry, while other background factors are controlled. This is important because differences in tier of entry would be expected to reflect prior attainment levels, and might also be influenced by other socio-economic factors (for example, the social class of the home) or student factors such as motivation and effort.

The first *base model* includes only ethnic group to determine whether significant differential patterns of entry to test tiers by ethnic group exist, and the size of such effects. Disproportionate entry to the higher test tier across ethnic groups does not per se indicate the existence of bias in entry since differential entry rates may reflect actual differences in attainment between ethnic groups. Therefore a second *prior attainment model* adds each student's attainment in national English, mathematics and science tests at age 11 as a control variable. A third *family background model* adds further controls for socio-economic factors, specifically the social class of the home, mother's highest educational qualification, entitlement to free school meals, gender, home ownership and single-parent households. In the final *full contextual model* all the variables listed in Appendix 1 were eligible for inclusion. All these variables have been shown to impact independently on attainment at age 14 (Strand, 2010) and include: parental attitudes and behaviours (parental involvement in school, parents' educational aspirations for the student, parental provision of material resources such as a home computer and private tuition, the quality of family relationships); student educational risk factors (identified special educational needs, whether the student has ever truanted from school, whether the student has ever been excluded from school, long-term absence from school, problems leading to the involvement of police, education welfare or social services); student motivational factors (the student's attitude to school, educational aspirations, frequency of completing homework, planning for the future, academic self-concept) and school and neighbourhood economic deprivation. All variables are initially included in the models before variables with a non-significant WALD test statistic are progressively removed to create parsimonious models.

Results

Science tiering

Descriptive statistics. Twelve per cent of White British students achieve the highest level (level 7) in the science test at age 14, compared to only 6% of Pakistani and

Downloaded by [University of Warwick] at 03:36 05 January 2012

Table 2. Percentage of students entered for each science test tier and odds ratios from four logistic regression models by ethnic group

Ethnic group	% entered for:		Odds ratios			
	Tier 3–6	Tier 5–7	Base model	Prior attainment	Family background	Full contextual
White British	53.6	46.4	—	—	—	—
Mixed heritage	56.4	43.6	0.89	0.90	0.94	0.92
Indian	51.0	49.0	1.11	1.30***	1.37***	1.00
Pakistani	71.6	28.4	*0.46****	0.88	1.09	*0.75**
Bangladeshi	62.5	37.5	*0.69****	1.20	1.65***	1.17
Black Caribbean	71.9	28.1	*0.45****	*0.66****	*0.69****	*0.64****
Black African	66.7	33.3	*0.58****	1.13	1.19	0.89
Any other group	52.7	47.3	1.04	1.57***	1.71***	1.35*
Nagelkerke R^2	—	—	0.01%	53.4%	54.4%	57.2%

Notes: *Base model*: controls for ethnic group only. *Prior attainment model*: controls for ethnic group and age 11 average test marks. *Family background model*: controls for ethnic group, age 11 average test marks, gender, social class of the home, maternal educational qualifications, entitlement to FSM, home ownership and single-parent households. *Full contextual model*: controls for all measured variables with a significant association with tier of entry. Variables with a non-significant WALD test statistic were removed to create a parsimonious model. The full regression model is included in Appendix 2.*$p < .05$;**$p < .01$;***$p < .001$. Figures in italic indicate significant under-representation in entry to higher tiers relative to White British students.

Downloaded by [University of Warwick] at 03:36 05 January 2012

Black African students and 5% of Bangladeshi and Black Caribbean students. It will be remembered that students are only able to achieve level 7 if they are entered for the higher tier (5–7) papers. The first two columns of Table 2 present the proportion of students from each ethnic group entered for the lower and higher tiers. This shows that 46% of White British students are entered to the higher tier, compared to only 38% of Bangladeshi, 33% of Black African, 28% of Pakistani and 28% of Black Caribbean students.

Logistic regression analyses

Base model. The percentage differences in tier entry rates between different ethnic groups can also be expressed as odds ratios (ORs), as shown in the third column of Table 2. The OR indicates the odds of being entered for the higher tier for students from each ethnic group relative to the odds for White British students. This shows that Pakistani and Black Caribbean students are only around half as likely to be entered for the higher tier as White British students (0.45:1 and 0.46:1 respectively). Black African and Bangladeshi students are also significantly under-represented, though to a lesser extent (0.58:1 and 0.69:1 respectively).

Prior attainment model. The fourth column of Table 2 presents the ORs after prior attainment as indicated by age 11 average test marks is included in the model.[4] Prior

attainment accounts for a substantial proportion of the variation in tier entry, giving a Nagelkerke pseudo R^2 of 53.4%. The ORs for Pakistani, Bangladeshi and Black African students are no longer significantly different from White British students, suggesting the tier entry decisions are broadly in line with students' prior attainment. However the OR for Black Caribbean students only rises to 0.66:1 and Black Caribbean students are still significantly less likely to be entered for the higher tier than White British students *of the same prior attainment*. This indicates that for every three White British students entered for the higher tier only two Black Caribbean students of the same prior attainment are entered.

Family background model. The fifth column of Table 2 presents the ORs for each ethnic group after adding further controls for family background, including gender, social class of the home, mother's highest educational qualification, entitlement to FSM, home ownership and single-parent status. Even after inclusion of these variables Black Caribbean students still continue to be under-represented to the same extent (0.69:1).

Downloaded by [University of Warwick] at 03:36 05 January 2012

Full contextual model. The final model includes all variables that were significantly associated with tier of entry,[5] and the full model is shown in Appendix 2. Several variables were associated with differential entry to the higher tier, over and above the effect of prior attainment and controlling for the simultaneous influence of all variables in the model. Boys were more likely to be entered to the higher tier than girls in the ratio 1.25:1. Students with mothers with a degree were more likely to be entered in the ratio 1.44:1 compared with those with mothers with no educational qualifications. Students from higher and lower managerial and professional homes were 1.48:1 and 1.40:1 respectively more likely to be entered than those from homes where the head of household was long-term unemployed. Also more likely to be entered (see Appendix 2 for specific ORs) were students whose parents were actively involved with the school, monitored their child's whereabouts and had high educational aspirations for their child (wanted them to continue in full-time education after age 16). In terms of student variables, entry to the higher tier was more likely where the student had high educational aspirations, completed homework five evenings a week and had high academic self-concept, and less likely where the student had truanted, been involved with the police, excluded from school or lived in a high deprivation neighbourhood.

While statistically significant, these variables explained relatively little additional variance over that explained by prior attainment alone, adding only around 4% to the Nagelkerke pseudo R^2. The final column of Table 2 shows the impact of these additional controls on the resulting ORs for each ethnic group. The additional variables are still unable to account for the under-representation of Black Caribbean students in entry to the higher test tier. All other things being equal, for every three White British students entered for the higher tier only two comparable Black Caribbean students are entered (OR = 0.64:1, $p < .001$). It is notable than in this final model Pakistani

students also appear to be under-represented, although to a less marked extent (OR = 0.75:1, $p < .05$).

Mathematics tiering

Descriptive statistics. Black Caribbean students are the lowest attaining ethnic group in mathematics at age 14, and only one-third (33%) attain level 6 or above compared to over half (55%) of White British students. Pakistani, Black African and Bangladeshi students also have significantly lower proportions of students achieving level 6 or above at 38%, 39% and 40% respectively (see Strand, 2010a, for further detail). Table 3 presents the proportion of students from each ethnic group entered for each mathematics test tier. Black Caribbean students are substantially under-represented relative to White British students in the upper two tiers (6% vs. 17% for tier 6–8 and 19% vs. 29% for tier 5–7 respectively) and conversely over-represented in the lower tiers (e.g. 35% vs. 21% in tier 3–5). Pakistani, Bangladeshi and Black African students are also under-represented relative to White British students in the higher tiers, but the degree of under-representation for Black Caribbean students is more extreme than for any other ethnic group.

Ordinal regression analyses. Ordinal regression analyses were completed to determine whether the odds of entry to higher test tiers differ significantly for different ethnic groups. Table 4 summarises the results. The odds are expressed as a single cumulative odds ratio[6] for each ethnic group, indicating the extent to which each ethnic group is under (or over) represented relative to the White British group.

Base model. The results confirm that Black Caribbean students are the most under-represented ethnic group, being less than half as likely to be entered for the higher tiers compared to White British students (0.44:1). Pakistani, Black African

Table 3. Percentage of students entered for each mathematics test tier by ethnic group

Ethnic group	Unweighted count	Percentage in each mathematics test tier			
		3–5	4–6	5–7	6–8
White British	9162	21.1	32.8	28.8	17.3
Mixed heritage	736	21.4	36.0	25.8	16.8
Indian	956	14.8	33.4	29.9	21.9
Pakistani	901	33.8	33.1	23.4	9.7
Bangladeshi	685	30.0	35.4	23.8	10.8
Black Caribbean	545	35.0	40.5	19.0	5.5
Black African	569	29.8	36.5	22.1	11.5
Any other ethnic group	574	23.3	30.2	23.9	22.5
Total	14128	21.8	33.0	28.2	17.1

Notes: Tier of entry could not be determined for 375 students, who were excluded from the analysis.

Downloaded by [University of Warwick] at 03:36 05 January 2012

Table 4. Cumulative odds ratios for ethnic group in four ordinal regression models for mathematics tier of entry

Ethnic group	Base model	Prior attainment	Family background	Full contextual
Mixed heritage	0.92	1.14	1.24*	1.22*
Indian	1.34***	1.59***	1.83***	1.42***
Pakistani	*0.55***	1.19	1.50***	1.12
Bangladeshi	*0.62***	1.08	1.63***	1.22
Black Caribbean	*0.44***	*0.68***	*0.72***	*0.65***
Black African	*0.62***	1.50***	1.67***	1.19
Any other ethnic group	1.01	1.62***	1.92***	1.50***
Nagelkerke R^2	0.9%	70.8%	72.3%	75.0%

Notes: *Base model*: controls for ethnic group only. *Prior attainment model*: controls for ethnic group and age 11 maths test marks. *Family background model*: controls for ethnic group, age 11 maths test marks, gender, social class of the home, maternal educational qualifications, entitlement to FSM, home ownership and single-parent households. *Full contextual model*: controls for all measured variables with a significant association with tier of entry. Variables with a non-significant WALD test statistic were removed to create a parsimonious model. The full regression model is included in Appendix 3. *$p < .05$; **$p < .01$; ***$p < .001$. Figures in italics indicate significant under-representation in entry to higher tiers relative to White British students.

Downloaded by [University of Warwick] at 03:36 05 January 2012

and Bangladeshi students are also under-represented relative to White British students by around 0.6:1. Indian students are over-represented in the higher tiers relative to White British students by 1.34:1.

Prior attainment model. Age 11 mathematics test marks[7] were very strongly correlated with tier of entry, giving a Nagelkerke pseudo R^2 of 71%. Prior attainment accounted for the lower proportion of Pakistani and Bangladeshi students entered for the higher tiers as these ORs are no longer significantly different from White British students. Black African students are actually over-represented in the higher tiers given their prior attainment, as are Indian students. However, Black Caribbean students are the only ethnic group to remain under-represented and are only two-thirds (0.68:1) as likely to be entered for higher tiers as White British students with the same age 11 mathematics test score.

Family background model. As well as prior attainment, this model also includes gender, social class of the home, maternal education, entitlement to FSM, home ownership and single-parent households as explanatory variables. The results show that Pakistani and Bangladeshi groups join the Black African and Indian groups in being over-represented in the higher tiers, after accounting for their high level of socio-economic disadvantage. However, Black Caribbean students remain the only group to be substantially under-represented in the higher tiers, even taking into account their prior attainment and family background, by a ratio of 0.72:1.

Full contextual model. The final model includes all variables that were significantly associated with tier of entry. The full results are given in Appendix 3. The results reveal that boys were 1.21 times more likely to be entered for the higher tiers than girls. Students from the higher four social classes were 1.6–1.4 times more likely to be entered than those from the lowest social class group. Students with mothers with any level of educational qualification were more likely to be entered than those with no qualifications, ranging from 1.72 for students with mothers with degrees to 1.18 for students with mothers with General Certificate of Secondary Education (GCSE) level qualifications. High parental educational aspirations, greater parental supervision, the provision of a home computer and private tuition were also positively related to tier of entry (see Appendix 3 for specific ORs). In terms of student factors there were increased odds of entry to higher tiers for students with high educational aspirations (intended to continue in full-time education after age 16), high academic self-concept and completing homework on four or more evenings a week. Negative factors included identified special educational needs, extended absence from school, one or more instances of exclusion from school, contact with the police because of student behaviour, and attending high deprivation schools or living in high deprivation neighbourhoods. These factors were all statistically significant although their impact was small relative to prior attainment, explaining only an additional 4.5% of the variance in tier of entry. Even after control for this wide set of variables there remain statistically significant and large differences in entry to test tiers for two ethnic groups, as shown in the last column of Table 4. Black Caribbean students are under-represented in entry to the higher tiers relative to their White British peers in the ratio 0.65:1, while Indian students are over-represented in entry to the higher tiers relative to their White British peers in the ratio 1.42:1.

Downloaded by [University of Warwick] at 03:36 05 January 2012

Discussion

The starting point for this article is the analysis of the LSYPE by Strand (2010a) which reports that socio-economic variables, as well as a wide range of parental attitudes and behaviour, student risk and motivation factors and school and neighbourhood context variables, were unable to account for the low attainment at age 14 of Black Caribbean students relative to their White British peers. Neither were these variables able to explain why Black Caribbean students were the only ethnic group to make less progress than White British students between the age of 11 and 14, falling even further behind their White British peers. The analysis presented in this article for the same nationally representative sample shows that Black Caribbean students are the only ethnic group to be consistently under-represented relative to White British students in entry to the higher mathematics and science test tiers. This under-representation is not simply a reflection of their lower prior attainment; Black Caribbean students are under-represented relative to White British students with the same prior age 11 test scores. Neither is it explained by differences in gender, social class of the home, maternal education, entitlement to FSM, home ownership or

single-parent households. Other student factors were also controlled. For example, Black Caribbean students were the ethnic group most likely to be excluded from school during the year prior to the age 14 tests, to have the highest level of identified SEN, and were the most likely to have truanted at some time during the first three years of secondary school (Strand, 2010a). But including these and all other student, family, school and neighbourhood factors did not alter the under-representation, and for both the mathematics and science tests Black Caribbean students remain under-represented in the higher tier/s in the ratio 0.66:1. All other things being equal, for every three White British students entered for the higher tier only two Black Caribbean students are entered. The evidence points to systematic under-representation of Black Caribbean students in entry to the higher tier examinations at age 14. It is also notable that the White British–Black Caribbean achievement gap is most pronounced for the tiered mathematics (–.54 SD) and science (–.52 SD) tests, but substantially smaller for the English test, which is not tiered (–.30 SD).

It is important to be clear how the results for Black African, Pakistani and Bangladeshi groups should be interpreted. These groups are under-represented in entry to the higher tiers in the base models but not in the prior attainment (or subsequent) models. We should remember that significant ethnic achievement gaps already exist at age 11 nationally and for the LSYPE students (see Strand, 2010a, Table 3). For Black African, Pakistani and Bangladeshi groups the gaps relative to White British students do not widen any further between age 11 and age 14, so we must look at processes occurring in the *primary phase* to understand the origin of these achievement gaps. The fact that patterns of tier-entry are consistent with prior attainment indicates no evidence of bias in *secondary school* teachers' allocation of students to tiers for these ethnic groups.[8] However, this is not the case for Black Caribbean students where the achievement gap widens further during the first three years of secondary school and the evidence suggests bias in secondary school teachers' allocation of students to tiers relative to prior attainment (and all other controlled variables).

Downloaded by [University of Warwick] at 03:36 05 January 2012

Has bias been established?

It may be suggested that while the results establish differential entry rates to higher tiers for Black Caribbean students (that are unexplained by other measured factors) they do not of themselves demonstrate bias in tier entry decisions. It might be suggested that to demonstrate bias in some teachers' tier entry decisions, the test marks for Black Caribbean students entered for any tier should on average be *higher* than those of the White British students entered to the same tier. The logic of this argument is that if more able Black Caribbean students are held back only by entry to an inappropriate tier, then their greater ability should be reflected in higher marks within the tier they were entered for. However, this argument is misconceived at two levels.

First, tier of entry is not the only variable affecting performance. Even within a tier, test marks are substantially impacted by prior attainment, social class of the home, maternal education and so on. Given the significant variation between ethnic groups

in these contextual factors, it is unlikely that Black Caribbean students would have a higher mean test mark than White British students within a tier.[9] Furthermore, even if the mean mark for the Black Caribbean group is lower than the mean mark for the White British group within a particular tier, which is largely what is found, the same (unknown) factors that explain the poorer than expected progress of Black Caribbean students from age 11 to 14 may also explain why they achieve on average lower marks than White British students within the same tier.

Second, and more fundamentally, tier of entry is not simply a decision made on the day of the test that might restrict some more able Black Caribbean students from achieving the highest test levels. There is a more complex relationship between teacher expectation and tiering. Tiering decisions are required at least six months[10] before the tests and may often be made substantially in advance of this. In many schools students are placed into ability groups/sets on entry to secondary school and sometimes particular sets are prepared for specific tiers, so students may have studied different material to different depths over the whole three years of secondary school in preparation for a particular tier (Gillborn & Youdell, 2000). The point about the social consequences of tiering is that it makes explicit what the teacher expects of the student, and this is typically revealed well in advance of the test. The lower test marks for Black Caribbean students within tiers could be a response to the tiering decision, for example, to become demotivated and to try less hard. The important issue raised by the tiering results is not so much that differential entry rates are the *cause* of the low attainment and poor progress of Black Caribbean students (although they may contribute somewhat to the underachievement of the most able students) but that they might illustrate wider teacher expectation effects. Tiering decisions therefore need to be seen as more than a technical issue about accurate measurement at the point of assessment; they need to be set within the wider context of teachers' perceptions and the social consequences of assessment.

A concurrent measure of performance at age 14 that was independent of the national tests, such as a reasoning test score, would in some regards be a better control than test marks taken three years previously. However, age 11 test marks are very highly correlated with attainment at age 14 ($r = 0.89$) which is as high as can feasibly be expected of any concurrent reasoning test. The fact that Black Caribbean students are under-represented to such a significant degree in the higher tiers, even relative to White British students with the same age 11 scores, at the very least raises questions about why the tiering gap is so big, even if one holds to the view that the entry decisions are a fair reflection of Black Caribbean students' current attainment at age 14. The fact that this under-representation in the higher tiers is specific to one ethnic group and persists even after taking account of extensive additional explanatory variables suggests a significant cause for concern.

What might account for the differential entry to test tiers?

The data require consideration of other explanations for the under-representation of this (specific) minority ethnic group. The bias may relate to two other educational

Downloaded by [University of Warwick] at 03:36 05 January 2012

outcomes identified in national data also distinctive to Black Caribbean (and Mixed White and Black Caribbean) students. First, Black Caribbean, and Mixed White and Black Caribbean, students are 2.0 to 2.5 times more likely to be permanently excluded from school than White British students (Parsons *et al.*, 2005). Second, Black Caribbean students are 2.3 times more likely than White British students, and Mixed White and Black Caribbean students twice as likely as White British students, to be at School Action Plus (SAP) or have a statement of SEN for behavioural, emotional and social difficulties (BESD) (Strand & Lindsay, 2009, Table 5). Even after student-level controls for age, gender, entitlement to FSM and neighbourhood deprivation, both groups remain 1.5 times more likely to be identified with BESD than White British students (Strand & Lindsay, 2009, Table 6). While only a relatively small proportion of Black Caribbean students are directly included in these groups, the results may be symptomatic of wider issues related to behaviour.

Research suggests that teachers' judgements of students' academic potential can be distorted by affective factors such as perceptions of their behaviour (e.g. Mortimore *et al.*, 1988, p. 157; Bennett *et al.*, 1993; Thomas *et al.*, 1998). Thus, Bennett *et al.* (1993) reported that teachers' perceptions of students' behaviour constituted a significant component of their academic judgements. In other words, students who were perceived as exhibiting bad behaviour were judged to be poorer academically than those who behaved satisfactorily, even after controlling for test score and gender. Black Caribbean students may be disproportionately allocated to lower test tiers, not as a result of direct or conscious discrimination, but because teachers' judgements of their academic potential are distorted by perceptions of their behaviour. If the behaviour of Black Caribbean students is more challenging, or even if it is simply that teachers *perceive* their behaviour as more problematic, there may be a tendency to underestimate their academic ability. These findings are certainly congruent with ethnographic studies in English secondary schools arguing that behavioural criteria and not purely cognitive measures were used in the allocation of pupils to examination sets and streams, and that this practice disadvantaged African-Caribbean pupils in particular (Wright, 1987; Mac an Ghail, 1988; Gillborn, 1990; Gillborn & Youdell, 2000; Rollock, 2007). Such perceptions may have particularly powerful consequences when combined with a tiering system that includes high penalties if students are inappropriately entered to the higher tiers (the award of an Unclassified grade). Gillborn and Youdell's (2000) detailed secondary school case study suggests that teachers were extremely cautious and risk averse with regard to entry to the higher tiers, reflecting a desire to protect students from failure. This may impact negatively on Black Caribbean students, even if their ability is not underestimated, if they are seen as more likely to be disaffected or less motivated, and at greater perceived risk of falling through the tier floor.

There is general agreement that Black Caribbean students have the most conflict in relations with teachers (e.g. Foster *et al.*, 1996; Modood, 2003; Rollock, 2007), but there are fundamental disagreements over the causes of the behaviour. Some authors give primacy to out-of-school cultural factors, arguing that Black Caribbean students experience considerable pressure by their peers to adopt the norms of an 'urban' or

Downloaded by [University of Warwick] at 03:36 05 January 2012

'street' subculture where more prestige is given to unruly behaviour with teachers than to high achievement or effort to succeed (e.g. Foster *et al.*, 1996; Sewell, 1997). Fordham and Ogbu (1986) further argue that notions of 'acting white' or 'acting black' become identified in opposition to one another. Hence, because acting white includes doing well at school, acting black necessarily implies not doing well in school. Other explanations give primacy to school processes, with greater surveillance of Black male students and pre-emptive disciplining by teachers resulting in greater staff–pupil conflict (Gillborn & Youdell, 2000; Rollock, 2007), leading some Caribbean students towards a distinct subculture to resist their differential treatment by schools and teachers (e.g. Gillborn, 1990). However, cultural explanations do not preclude the existence of institutional processes that may exacerbate group differences in achievement, and the reverse is also true. Indeed, it is likely that both sets of factors are involved and feed off each other in a vicious cycle of amplification (Pilkington, 1999, p. 414).

Downloaded by [University of Warwick] at 03:36 05 January 2012

Conclusion

It is widely recognised that teacher grades are multidimensional assessments, measuring not only students' academic knowledge but also teachers' judgements of their effort, participation, attendance and behaviour (e.g. Bowers, 2009), as well as other factors such as the extent of parental involvement with the school (e.g. Desimone, 1999). Test scores are generally less influenced than are grades by such judgements but the current results indicate that, at least in England, test results cannot be assumed to be independent of such influences. The current study demonstrates quite unambiguously that Black Caribbean students are systematically under-represented in entry to the higher tiers of national science and mathematics tests at age 14 relative to their White British peers, and these differential entry rates cannot be explained by prior attainment, socio-economic status, maternal education, family composition, gender, poverty, a wide range of measures of aspirations, motivation, and effort and school and neighbourhood deprivation. While the LSYPE does not contain data on the teaching groups experienced by the students, differential entry to test tiers at age 14 may be the culmination of ability grouping and the studying of different syllabuses earlier in secondary school (Gillborn & Youdell, 2000). These results, from a nationally representative sample, lend support to research emphasising the role of course taking in understanding the Black–White achievement gap (Wang & Goldschmidt, 2003; Southworth & Mickelson, 2007; Lleras, 2008). This chimes with a recent analysis of school effects on equity gaps in national test scores at age 11 which concludes that within-school rather than between-school factors are most likely to account for the White British–Black Caribbean achievement gap (Strand, 2010b). Finally, the results also have implications for national assessment policy in England. The Government has recently piloted 'single level' tests which are even more extreme than tiering since they provide different test papers for *each National Curriculum level*. This will give even greater emphasis to teachers' judgements than tiering; since the tests will only be able to confirm the level at which the teacher has entered the student, there

will be no possibility for the tests to indicate that the student is functioning at a higher level. In the light of the current results these proposals need careful and detailed evaluation.

Acknowledgements

This research was funded by the Department for Children, Schools and Families (DCSF) (Project Reference EOR/SBU/2006/031).

Notes

1. In the USA many high schools place students in different 'tracks' that offer academic classes to higher achieving students and general or vocational tracks to lower achieving students. Setting or ability grouping in the UK is similar, except that in theory a student might be placed in a top set in one subject but a lower set in another subject, although in practice students tend to be placed in similar sets across different subjects (e.g. Hallam, 2002).
2. For a discussion of the benefits of tiering see Burghes *et al.* (2001).
3. Some authors consider any evidence of disproportionate representation in ability groups or tiers as *prima facie* evidence of bias, which Ferguson (1998) has defined as unconditional bias. In contrast, this study adopts a definition of bias as disproportionate representation in ability groups or tiers after control for legitimate objective measures of performance such as past attainment or grades, which Ferguson has defined as conditional bias. In common with Ferguson (1998, p. 280), I believe the latter is more appropriate if seeking evidence of bias in allocating students to tiers.
4. An initial analysis used age 11 science test marks as the measure of prior attainment. However, a significantly better correlation was achieved with average age 11 test mark (r = 0.63) than with age 11 science mark alone (r = 0.56). The total test marks obtained by each student across all age 11 tests were summed (range 0–280) and subject to a normal score transformation so the mean age 11 test score is represented by zero with a standard deviation of 1.
5. All variables described in Appendix 1 were included in the analysis but variables that were not significantly associated with entry tier (non-significant WALD test) were removed through a process of backwards elimination. This was important in order to produce a parsimonious model because including a large number of redundant variables led to complete or quasi-complete separation in the data.
6. This single odds ratio makes the assumption that the regression parameters are equal for all cumulative responses (tiers). For each model the WALD statistic was computed to test this null hypothesis against a model with variable parameters. The assumption of constant parameters held for the full contextual model but was not met for some of the simpler models. In these cases multinomial regressions which do not assume constant parameters were run and showed consistent direction of effects associated with ethnic group, so for simplicity of presentation the cumulative OR is reported here.
7. Age 11 mathematics test marks and age 11 average test marks were equally strong predictors of age 14 mathematics tier of entry (both r = .81). Given this functional equivalence in terms of prediction, age 11 mathematics test marks were used as the control because the test content was more closely related to the age 14 mathematics tests. Age 11 mathematics test marks (range 0–100) were normal transformed to have a mean of 0 and SD of 1.
8. This point has been misinterpreted in Gillborn (2010), primarily because he adopts an unconditional rather than conditional definition of bias (see footnote 3).
9. Using statistical methods to control for contextual variables *within* a tier is problematic because of the substantial drop in sample size.

Downloaded by [University of Warwick] at 03:36 05 January 2012

10. While the order for test papers in November/December does not commit schools to entering any individual student for a particular tier, they are told that 'schools' orders should be as accurate as possible, as there is very limited time for processing and fulfilling late orders and correcting any shortfalls in ordering' (Qualificationa and Curriculum Authority, 2004, p. 32).

References

Alexander, K. & Cook, M. (1982) Curricula and coursework: a surprise ending to a familiar story, *American Sociological Review,* 47, 926–640.

Bennett. R. E., Gottesman, R.L., Rock, D. A. & Cerullo, F. (1993) Influence of behaviour perceptions and gender on teachers' judgements of students' academic skill, *Journal of Educational Psychology,* 85, 347–356.

Bowers, A. (2009) Reconsidering grades as data for decision making: more than just academic knowledge, *Journal of Educational Administration,* 47(5), 609–629.

Braddock, J. & Slavin, R. (1993) Why ability grouping must end: achieving excellence and equity in American education, *Journal of Intergroup Relations,* 20(2), 51–64.

Burghes, D., Roddick, M. & Tapson, F. (2001) Tiering at GCSE: is there a fairer system? *Educational Research,* 43(2), 175–187.

Demack, S., Drew, D. & Grimsley, M. (2000) Minding the gap: ethnic, gender and social class differences in attainment at 16, 1988–95, *Race, Ethnicity and Education,* 3(2), 117–143.

Department for Education and Skills (DfES) (2006) *Ethnicity and education.* London: DfES. Available online at: http://publications.teachernet.gov.uk/eOrderingDownload/DFES-0208-2006.pdf (accessed 27 June 2007).

Department of Education and Science (DES) (1985) *Education for all: the report of the Committee of Enquiry into the Education of Children from Ethnic Minority Groups (The Swann report)* (London, HMSO).

Department of Education and Science (DES) (1988) *National Curriculum Task Group on Assessment and Testing: a report* (London, DES).

Desimone, L. (1999) Linking parent involvement with student achievement: do race and income matter? *Journal of Educational Research,* 93(1), 11–30.

Elwood, J. & Murphy, P. (2002) Tests, tiers and achievement: gender and performance at 16 and 14 in England, *European Journal of Education,* 37(4), 395–416.

Ferguson, R. (1998) Can schools narrow the Black–White test score gap? in: C. Jenks & M. Philips (Eds) *The Black–White test score gap* (Washington, DC, Brookings Institution Press).

Fordham, S. & Ogbu, J. (1986) Black students' school success: coping with the burden of 'acting White', *Urban Review,* 18(3), 176–206.

Foster, P., Gomm, R. & Hammersley, M. (1996) *Constructing educational inequality* (London, Falmer Press).

Fryer, R. G. & Levitt, S. D. (2004) Understanding the Black–White test score gap in the first two years of school, *Review of Economics and Statistics,* 86(2), 447–464.

Gillborn, D. (1990) *Race, ethnicity and education: teaching and learning in multi-cultural schools* (London, RoutledgeFalmer).

Gillborn, D. (2008) *Racism and education: coincidence or conspiracy?* (Abingdon, Taylor & Fancis).

Gillborn, D. (2010) The colour of numbers: surveys, statistics and deficit-thinking about race and class, *Journal of Education Policy,* 25(2), 253–276.

Gillborn, D. & Gipps, C. (1996) *Recent research on the achievements of ethnic minority pupils* (London, HMSO).

Gillborn, D. & Youdell, D. (2000) *Rationing education: policy, practice, reform and equity* (Buckingham, Open University Press).

Downloaded by [University of Warwick] at 03:36 05 January 2012

Hallam, S. (2002) *Ability grouping in schools: a literature review* (London, Institute of Education, University of London).

Hallinan, M. (1994) School differences in tracking effects on achievement, *Social Forces,* 72(3), 799–820.

Hallinan, M. (1996) Race effects on student track mobility in high school, *Social Psychology of Education,* 1, 1–24.

Hallinan, M. (2001) Sociological perspectives on Black–White inequalities in American schooling, *Sociology of Education,* 74, 50–70.

Hedges, L. V. & Nowell, A. (1998) Black–White test score convergence since 1965, in: C. Jenks & M. Phillips (Eds) *The Black–White test score gap* (Washington, DC, Brooking Institution Press), 149–181.

Kao, G., Tienda, M. & Schneider, B. (1996) Racial and ethnic variation in academic performance, *Research in Sociology of Education and Socialization,* 11, 263–297.

Kelly, S. (2004) Do increased levels of parental involvement account for social class differences in track placement? *Social Science Research,* 33(4), 626–659.

Kenway, P. & Palmer, G. (2007) *Poverty among ethnic groups: how and why does it differ?* (York, Joseph Rowntree Foundation).

Lleras, C. (2008) Race, racial concentration, and the dynamics of educational inequality across urban and suburban schools, *American Educational Research Journal,* 45(4), 886–912.

Lucas, S. R. & Gamoran, A. (2002) Tracking and the achievement gap, in: J. E. Chubb & T. Loveless (Eds) *Bridging the achievement gap* (Washington, DC, Brookings Institution), 171–198.

Mac an Ghail, M. (1988) *Young, gifted and black* (Buckingham, Open University Press).

McLoyd, V. C. (1998) Socioeconomic disadvantage and child development, *American Psychologist,* 53(2), 185–203.

Modood, T. (2003) Ethnic differentials in educational performance, in: D. Mason (Ed.) *Explaining ethnic differences: changing patterns of disadvantage in Britain* (Bristol, Open Press).

Mortimore, P., Sammons, P., Stoll, L., Lewis, D. & Ecob, R. (1988) *School matters: the junior years* (Wells, Open Books).

Oakes, S. (1985) *Keeping track: how schools structure inequality* (New Haven, CT, Yale University Press).

Parsons, C., Godfrey, R., Annan, G., *et al.* (2005) *Minority ethnic exclusions and the Race Relations (Amendment) Act 2000.* DfES Research Report 616/2005 (London, Department for Education and Skills).

Phillips, M., Brooks-Gunn, J., Duncan, G., Klebanov, P. & Crane, J. (1998) Family background, parenting practices, and the Black–White test score gap, in: C. Jenks & M. Phillips (Eds) *The Black–White test score gap* (Washington, DC, Brookings Institution Press).

Pilkington, A. (1999) Racism in schools and ethnic differentials in educational achievement: a brief comment on a recent debate, *British Journal of Sociology of Education,* 20(3), 411–417.

Qualifications and Curriculum Authority (QCA) (2004) *KS3 assessment and reporting arrangement 2004* (London, QCA).

Rollock, N. (2007) Legitimising black academic failure: deconstructing staff discourses of academic success, appearance and behaviour, *International Studies in Sociology of Education,* 17(3), 275–287.

Sammons, P. (1995) Gender, ethnic and socio-economic differences in attainment and progress: a longitudinal analysis of student achievement over 9 years, *British Educational Research Journal,* 21(4), 465–483.

Scarr, S., Caparulo, B., Bernard, M., *et al.* (1983) Developmental status and school achievements of minority and non-minority children from birth to 18 years in a British Midlands town, *British Journal of Developmental Psychology,* 1, 31–48.

Sewell, T. (1997) *Black masculinity and schooling: how black boys survive modern schooling* (Stoke-on-Trent: Trentham Books).

Downloaded by [University of Warwick] at 03:36 05 January 2012

Simpson, L., Purdham, K., Tajar, A., *et al.* (2006) *Ethnic minority populations and the labour market: an analysis of the 1991 and 2001 census.* Research Report No. 333 (Leeds, Department for Work and Pensions).

Southworth, S. & Mickelson, R. (2007) The interactive effects of race, gender and school composition on college track placement, *Social Forces,* 86(2), 497–524.

Stevenson, D. L., Schiller, K. S. & Schneider, B. (1994) Sequences of opportunities for learning, *Sociology of Education,* 67(3), 184–198.

Strand, S. (1997) Pupil progress during Key Stage 1: a value added analysis of school effects, *British Educational Research Journal,* 23(4), 471–487.

Strand, S. (1999) Ethnic group, sex and economic disadvantage: associations with pupils' educational progress from Baseline to the end of Key Stage 1, *British Educational Research Journal,* 25(2), 179–202.

Strand, S. (2010a) The limits of social class in explaining ethnic gaps in educational attainment, *British Educational Research Journal,* doi:10.1080/01411920903540664.

Strand, S. (2010b) Do some schools narrow the gap? Differential school effectiveness by ethnicity, gender, poverty and prior attainment, *School Effectiveness and School Improvement,* 21(3), 289–314.

Strand, S. & Lindsay, G. (2009) Evidence of ethnic disproportionality in special education in an English population, *Journal of Special Education,* 43(3), 174–190.

Strand, S. & Winston, J. (2008) Eucational aspirations in inner-city schools. *Educational Studies,* 34(4), 249–267.

Sylva, K., Melhuish, E., Sammons, P., Siraj-Blatchford, I. & Taggart, B. (2004) *The effective provision of pre-school education (EPPE) project: final report* (London, Department for Education and Skills).

Thomas, S., Madaus, G., Raczek, A. & Smees, R. (1998) Comparing teacher assessment and standard task results in England: the relationship between student characteristics and attainment, *Assessment in Education,* 5, 213–246.

Tikly, L., Haynes, J., Caballero, C. & Hill, J. (2006) *Evaluating of aiming high: African Caribbean achievement project.* DfES Research Report 801/2006 (London, Department for Education and Skills). Available online at: http://www.dfes.gov.uk/research/data/uploadfiles/RR801.pdf

Wang, J. & Goldschmidt, P. (2003) Importance of middle school mathematics on high school students' mathematics achievement, *Journal of Educational Research,* 97(1), 3–19.

Wright, C. (1987) Black students—White teachers, in: B. Troyna (Ed.) *Racial inequality in education* (London, Tavistock).

Yan, W. & Lin, Q. (2005) Parent involvement and mathematics achievement: contrast across racial and ethnic groups, *Journal of Educational Research,* 99(2), 116–127.

Downloaded by [University of Warwick] at 03:36 05 January 2012

Appendix 1. Definition of explanatory variables derived from LSYPE

Family background

Ethnic group: information on students' ethnic group was collected through self-identification from 16 ethnic categories (plus don't know/refused). The rationale for the LSYPE sampling strategy was to focus on the attainment of the six main minority ethnic groups and White British students, hence ethnic group was collapsed into seven categories plus a generic 'any other group'. The seven categories were White British, Mixed heritage, Indian, Pakistani, Bangladeshi, Black Caribbean and Black African, which together accounted for 96% of all students interviewed.

Socio-economic classification of the home (SEC): the SEC of the head of the household was coded by matching their occupation/size of organisation using the Office of National Statistics eight SEC analytic classes, ranging from higher managerial and professional occupations through to never worked or unemployed for the last six months or more.

Mothers' highest educational qualifications: the highest educational qualification of the student's mother was measured on a six-point scale ranging from degree or above through to no educational qualifications.

Entitlement to a free school meal (FSM): this is a widely used measure of family poverty since only students from families claiming state benefits are eligible for FSM.

Home ownership: a binary indicator of whether the family owned or rented their home. Home ownership provides a measure of socio-economic status in England where many families aspire to own their own home and there is relatively little local authority or social housing.

Family composition: students living in a household with a single adult were contrasted with those living in a household with more than one adult.

Parental attitudes and behaviours

Parents' educational aspirations for the young person: the main parent was asked what they would like their child to do when s/he reached school-leaving age 16. This variable identifies students whose parents wished them to remain in full-time education (FTE) beyond the official school-leaving age of 16 years.

Provision of educational resources: there were two measures: (a) whether the family provided a home computer for the student's use, and (b) whether the family paid for private lessons in subjects that are taught in school as part of the National Curriculum.

Parental involvement in school: the parent interview included questions on parents' involvement in education and school activities. Variables that offered little discrimination were ignored (e.g. 98.2% of parents talked to their children about their reports). Activities that required special knowledge or resources were also excluded

Downloaded by [University of Warwick] at 03:36 05 January 2012

(e.g. help out with teacher assessment, host an exchange student, donations or financial support to the school, employed at school, help with special interest groups like sport or drama). Following this process seven binary outcomes were created (attended a parents' evening in the last 12 months; talked to teacher about the child in the last 12 months; helped out in class; helped elsewhere in the school, e.g. library; helped with fundraising activities,; involved in Parent Teacher Association and acted as school or parent governor. A summary variable was created which recorded parent involved in one, two or three or more activities, contrasted again none.

Parental supervision: a binary indicator of whether the main parent reported they 'always knew where the young person was when s/he was out' or not.

Family discord: the frequency with which parent reported quarrelling with the student, with 'most days' and 'more than once a week' contrasted against 'less than once a week'.

Student risk and protective factors

Special educational needs (SEN): this was a binary variable to identify students who were either at School Action Plus or had a statement for SEN, both of which require the involvement of an external agency, not just school-based identification, contrasted with those with no such identification.

Truancy: a binary indicator of whether the student had truanted at any time in the last 12 months.

Long-term absence: a binary indicator of whether the student had been absent from the school for one month or more in the past 12 months.

Service involvement: a binary indicator of whether the parents reported they had ever been contacted by Social Services or the Educational Welfare Service about the student's behaviour. Also a separate measure of *police involvement* where the parents had been contacted by the police because of something the student had done.

Exclusion from school: a binary indicator of whether the student had been either temporarily or permanently excluded in the last three years on one or more occasions.

Student's educational aspirations: a binary indicator of whether the student intended to remain in full-time education (FTE) after age 16 (the end of compulsory schooling) or not.

Planning for the future: students were asked three questions: 'I don't think much about what I will do in the future', 'I'll just wait and see where I end up' and 'having a job/career is important to me', each measured on a five-point Likert scale. A short scale was created which had low but acceptable internal consistency (Cronbach's alpha = .52). For the purpose of analysis four score bands were used.

Downloaded by [University of Warwick] at 03:36 05 January 2012

Homework: the number of evenings a week on which the young person reported they usually completed homework, ranging from none through to five.

Academic self-concept: a scale measuring academic self-concept was created from seven items, each measured on a five-point Likert scale. The seven items were: I get good marks for my work; how good do you think you are at school work; how good do your teachers think you are at school work; and how good do you think you are at English, mathematics, science and ICT (information and communications technology) respectively. The scores were summed to create a short scale which had good internal consistency (Cronbach's alpha = .73). The scores were divided into four score bands.

Attitude to school: this was measured by nine questions relating to attitudes to school, teachers and lessons, each measured on a five-point Likert scale. Items included questions such as 'I am happy when I am at school', 'I work as hard as I can in school', 'the work I do in lessons is a waste of time'. The scores were summed to create a continuous scale which had good internal consistency (Cronbach's alpha =.84) and for the purpose of analysis coded into quartile bands and contrasted against the least positive band.

Downloaded by [University of Warwick] at 03:36 05 January 2012

School and neighbourhood context

A wide range of school-level variables was tested but only the four variables listed below, plus neighbourhood deprivation, were significantly related to attainment.

Selective status: comprehensive schools do not select by ability and admit the whole ability range. Grammar schools select by ability, taking the higher scoring children from a geographical area based on their scores on a reasoning test at age 11. Secondary modern schools cater for the students in selective areas who are not selected by the grammar schools.

School type: Church schools and Foundation schools were contrasted with community (non-denominational) schools.

School sex: schools were coded as co-educational, single-sex boys or single-sex girls.

School deprivation: the percentage of students in the school entitled to FSM was used as an indicator of the relative deprivation of the school. Schools were placed into six bands ranging from the least deprived (< 5% entitled to FSM) to the most deprived (35% or more entitled to FSM). These bandings are those used by the DCSF in analysis of school performance.

Neighbourhood deprivation: the Income Deprivation Affecting Children Index (IDACI) is produced by central government and measures the proportion of children under the age of 16 in an area living in low-income households. The measure is focused on disadvantage and has a wide base, including families in receipt of income support, job seekers' allowance and working families' tax credit/disabled persons' tax credit (for those below 60% of national median income). The indicator is available

for very localised areas called super output areas (SOA) of which there are 32,000 in England, each containing approximately 1500 people and 200 children (SD = 70). Scores were normalised to a mean of zero and SD of 1 where higher scores indicated greater neighbourhood deprivation.

Appendix 2. Logistic regression model for science tier of entry (age 14)

Table A1. Logistic regression model for science tier of entry (age 14)

Variable	Value	B	SE	OR	
Intercept	Intercept	–2.00	.250		
Ethnic group (base = White British)	Mixed heritage	–.083	.122	.92	
	Indian	.001	.097	1.00	
	Pakistani	–.287	.118	.75	*
	Bangladeshi	.158	.140	1.17	
	Black Caribbean	–.442	.125	.64	***
	Black African	–.112	.125	.89	
	Any other ethnic group	.297	.118	1.35	*
Age 11 score	Age 11 average test marks (normalised)	1.94	.047	6.96	***
Gender	Boy vs. girl	.221	.048	1.25	***
Social class of the home (base = long-term unemployed)	Higher managerial & professional	.390	.129	1.48	**
	Lower managerial & professional	.334	.117	1.40	**
	Intermediate	.219	.130	1.25	
	Small employers & own account	.343	.122	1.41	**
	Lower supervisory & technical	.140	.128	1.15	
	Semi-routine occupations	.143	.121	1.15	
	Routine occupations	.318	.131	1.37	*
	Missing	.203	.117	1.23	
Mother's educational qualifications (base = none)	Degree or equivalent	.365	.096	1.44	***
	Higher ed. below degree level	.126	.079	1.14	
	GCE A level or equivalent	.018	.081	1.02	
	GCSE grades A–C or equivalent	.062	.064	1.06	
	Other qualifications	–.020	.086	.98	
	Missing	–.101	.101	.90	
Parental involvement in school	1–2 activities vs. none	.290	.137	1.34	*
	3+ activities vs. none	.495	.151	1.64	**
	Missing	1.015	.827	2.76	

Downloaded by [University of Warwick] at 03:36 05 January 2012

Table A1. (*Continued*)

Variable	Value	B	SE	OR	
Parental aspiration	Want student to continue in FTE post 16	.170	.061	1.19	**
	Missing	–.906	.615	.40	
Parental supervision	Always knows where child is when out	.199	.059	1.22	**
	Missing	.337	.680	1.40	
Truancy	Truanted sometime in last 12 months	–.236	.063	.79	***
	Missing	–.031	.111	.97	
Police	Student behaviour led to police involvement	–.462	.106	.63	***
	Missing	–.452	.451	.64	
Exclusion	One or more exclusions from school	–.318	.089	.73	***
	Missing	.529	.464	1.70	
Student aspirations	Continue in FTE after age 16 (vs. leave)	.356	.060	1.43	***
Homework—evenings per week (base = none)	1 evening per week	–.036	.143	.97	
	2 evenings per week	.011	.143	1.01	
	3 evenings per week	.067	.141	1.07	
	4 evenings per week	.258	.151	1.30	
	5 evenings per week	.322	.152	1.38	*
	Missing	–.090	.160	.91	
Academic self-concept (base = very low)	Very high	1.017	.093	2.76	***
	High	.593	.084	1.81	***
	Low	.261	.078	1.30	**
	Missing	.334	.111	1.40	**
School deprivation (base = < 5%)	35%+ entitled FSM	–.259	.143	.77	
	21–35% entitled FSM	–.505	.164	.60	**
	13–21% entitled FSM	–.240	.156	.79	
	9–13% entitled FSM	–.193	.159	.83	
	5–9% entitled FSM	–.155	.140	.86	
Neighborhood deprivation	IDACI (normalised)	–.091	.032	.91	**

Notes: Nagelkerke pseudo R^2 = 57.2%.*p < .05;**p < .01;***p < .001. FTE = full-time equivalent; FSM = free school meals. For a full description of all the variables see Strand, 2010a.

Downloaded by [University of Warwick] at 03:36 05 January 2012

Appendix 3. Proportional odds model for mathematics tier of entry (age 14)

Table A2. Proportional odds model for mathematics tier of entry (age 14)

Variable	Parameter	B	SE	OR	
Threshold	Tier 6–8	−1.45	0.18	–	
	Tier 5–7	2.08	0.18	–	
	Tier 4–6	5.32	0.19	–	
Ethnic group (base = White British)	Mixed heritage	0.20	0.10	1.22	*
	Indian	0.35	0.09	1.42	***
	Pakistani	0.12	0.10	1.12	
	Bangladeshi	0.20	0.11	1.22	
	Black Caribbean	−0.44	0.12	0.65	***
	Black African	0.18	0.11	1.19	
	Any other ethnic group	0.41	0.11	1.50	***
Age 11 test	Age 11 maths test score (normalised)	2.87	0.04	17.6	***
Gender	Boy vs. girl	0.19	0.04	1.21	***
Social class of the home (base = long-term unemployed)	Higher managerial & professional	0.47	0.11	1.60	***
	Lower managerial & professional	0.35	0.10	1.42	***
	Intermediate	0.30	0.11	1.35	**
	Small employers & own account	0.33	0.11	1.40	**
	Lower supervisory & technical	0.13	0.11	1.14	
	Semi-routine	0.21	0.11	1.23	
	Routine	−0.02	0.11	0.98	
	Missing	0.20	0.10	1.22	
Mother's educational qualifications (base = none)	Degree or equivalent	0.54	0.07	1.72	***
	HE below degree level	0.26	0.07	1.30	***
	GCE 'A' level or equivalent	0.25	0.07	1.28	***
	GCSE grades A-C or equivalent	0.17	0.05	1.18	**
	Other qualifications	0.21	0.07	1.23	**
	Missing	−0.02	0.08	0.98	
Parental aspirations	Want student to continue in FTE post 16	0.31	0.05	1.36	***
	Missing	−0.29	0.43	0.75	
Parental supervision	Always knows where child is when out	0.16	0.05	1.18	**
	Missing	0.83	0.47	2.29	
Computer	Household has home computer	0.22	0.06	1.24	***
	Missing	0.16	0.42	1.18	

Downloaded by [University of Warwick] at 03:36 05 January 2012

Table A2. (*Continued*)

Variable	Parameter	B	SE	OR	
Private tuition	Yes (vs. no)	0.17	0.05	1.18	***
	Missing	0.54	0.41	1.71	
Special educational needs	SAP or statemented (vs. no)	–0.70	0.09	0.50	***
	Missing	–0.15	0.48	0.86	
Police	Behavior led to involvement of police	–0.37	0.07	0.69	***
	Missing	–0.14	0.27	0.87	
Exclusion	One or more exclusion from school (vs. none)	–0.38	0.07	0.69	***
	Missing	0.11	0.29	1.12	
Student's aspiration	Continue in FTE post 16 (vs. leave at 16)	0.22	0.05	1.24	***
Homework—evenings per week (base = none)	1 evening per week	–0.09	0.11	0.91	
	2 evenings per week	0.05	0.10	1.05	
	3 evenings per week	0.19	0.10	1.21	
	4 evenings per week	0.42	0.11	1.53	***
	5 evenings per week	0.38	0.11	1.47	***
	missing	–0.16	0.12	0.85	
Academic self-concept (base = very low)	ASC very high	1.18	0.07	3.26	***
	ASC high	0.72	0.07	2.06	***
	ASC low	0.35	0.06	1.41	***
	missing	0.37	0.09	1.45	***
School deprivation (base = less than 5%)	35%+ entitled FSM	–0.64	0.12	0.53	***
	21–35% entitled FSM	–0.65	0.12	0.52	***
	13–21% entitled FSM	–0.56	0.11	0.57	***
	9–13% entitled FSM	–0.47	0.11	0.62	***
	5–9% entitled FSM	–0.25	0.11	0.78	*
Neighborhood deprivation	IDACI (normalised)	–0.07	0.03	0.93	**

Notes: Nagelkerke pseudo R^2 = 75.0%.*$p < .05$;**$p < .01$;***$p < .001$.
HE = higher education; FTE = full-time equivalent; SAP = School Action Plus; FSM = free school meals; IDACI = Income Deprivation Affecting Children Index.
For a full description of all variables see Strand, 2010a.

Downloaded by [University of Warwick] at 03:36 05 January 2012

Adoption Focus Group 11 December 2014

	Issue	Action	Outcome
1	Concern about “assessment cheating”. New adopters are only coming into the system to complete assessment and training once they have ‘registered’ as adopters in the induction process.		
2	Two adopters (one with Southwark) were concerned that they had had at least three social workers (one of which was a social work manager) . Both felt they would have benefited from more continuity.		
3	One adopter had been in the process since April and has not been matched		
3	Matching issues on the lines of race. One applicant said that she had been turned away from Southwark 4 years ago because she was the “wrong colour”, and that even now she has been ruled out of adopting a mixed race child , in a neighbouring borough, because she and her children are all white.		
4	Adopters from Southwark say that there are not many mixed families in the borough and that families tended to be matched in keeping with the family’s ethnicity.		

Version 0.1 of issues raised in adoption group Jasmine Ali 11/12/2014

Adoption Focus Group 11 December 2014

5	One adopter proposed networks to support 'black, white and mixed adoptions'.		
6	The Life Story Books were criticised for taking too long to compile. One adopter reported that her child's book took over a year to put together and when it arrived it had "inappropriate language". It also had the details of the birth Mum's last name.		
7	Post adoption support was seen by those who have successfully adopted as very good.		
8	Training on adoption was seen as very good when delivered by people who had experience of adoption. Examples of training delivered by a woman that had her child adopted out were given. One family thought that the training given by social workers was important "valuable stuff" but the delivery was dry and hard to follow.		

Adoption Focus Group 11 December 2014

9	One adopter explained how her experience of her child's schooling exposed a need for teacher training on the needs of adopted children. She said that all schools should have a better understanding of the issues that can confront children who have been adopted. Other adopters agreed with this.		
10	Finding out what motivated people to adopt led to a discussion on what de-motivated potential adopters. It was felt that the scenarios used throughout the assessment and training process were designed to put people off adopting. There was a recognition that people needed to be prepared for dealing with difficulties but one participant felt there needed to "be more balance", and a number of people recommended more stories from adopters; which are frank on the challenges & difficulties but also could inspire with the joys & rewards of adopting.		

Agenda Item 8

Appendix A

Childhood obesity and sports provision for secondary and primary children

Report of the Education and Children's Services Scrutiny Sub-committee

March 2012

Southwark Council

Contents Page

INTRODUCTION AND BACKGROUND

1.1 This is the final report of the review of childhood obesity and sports provision for secondary and primary children. The Education and Children's Services Scrutiny Sub-Committee decided to conduct a review on 12 July 2010. The aim of the review is to make recommendations to the Cabinet for improvements to the education of children on healthy eating and the dangers of obesity, and to examine whether sports provision is adequate.

1.2 The review set out to answer these questions in particular:

- What programmes of study are followed by primary and secondary pupils on nutrition, cooking and healthy lifestyles? Are they adequate?
- How are pupils consulted with regard to sport and exercise? Is there sufficient variety and accessibility for different interests?
- What facilities are available to young people and their parents if they acknowledge that they have a weight problem and want help?
- Are we making best use of London Olympics?

1.3 The sub-committee chose this subject because Southwark has very high levels of childhood obesity. The Childhood Measurement Programme weighs Reception Year and Year 6 pupils. Southwark has had nationally the most obese Year 6 pupils for the past three years and, despite a small reduction, is likely to have the highest percentage again for 2009/10.

1.4 The sub-committee chose to look at sports provision because of its link with childhood obesity and because during the last administrative year the education representatives on the sub-committee had raised concerns that many children in Southwark schools were not doing the recommended two hours' exercise.

EVIDENCE CONSIDERED

2.1 Officers from Southwark Council and Public Health outlined the strategies and initiatives Southwark council and Southwark NHS has in place. Many of these are joint initiatives and involve a range of outside partners, including schools.

2.2 Officers gave the sub-committee data and insight into the prevalence of obesity in the local and national population. They also gave the sub-committee an overview of government recommendations and relevant reports on obesity and physical activity.

2.3 Bacon's College's schools sport partnership submitted a written report on this innovative and current research on sports and physical activity and its relevance to tackling obesity.

2.4 The sub-committee's education representatives gave evidence.

2.5 Evidence was gathered from the Council Assembly themed debate: 'Sports and Young People'. This included a range of one to one interviews conducted through outreach and community council and council assembly debates, deputations and questions.

2.6 National and international reports were considered. The sub-committee considered three reports: The GLA report: 'Tipping the scales: Childhood obesity in London' which was published by the Health and Public Services Committee in April 2011; a Policy exchange report, ' Weighing in' published 2008 and 'A Tale of Two ObesCities', a report published by the City University of New York and the London Metropolitan university.

2.7 Academic research on the theme was also considered.

2.8 The above evidence is summarised in appendix 1

EXECUTIVE SUMMARY

The obesogenic environment

3.1 Although some populations are more at risk, all children are somewhat at risk in what has been described as the obesogenic environment. The 'obesogenic environment' refers to the role environmental factors play in determining both nutrition and physical activity. Environmental factors operate by determining the availability and consumption of different foodstuffs and the levels of physical activity undertaken by populations.

3.2 The 'whole community' approach, from France, EPODE ('Ensemble, Prévenons l'Obésité Des Enfants', or 'Together, Let's Prevent Childhood Obesity') is the intervention that most focused on tackling the obesogenic environment, with considerable success. Southwark Healthy Weight Strategy advocates a similar approach on a borough wide level.

3.3 Evidence received indicated that the obesogenic environment is most acutely detrimental to populations in deprived areas; for example there are more fast food takeaways and less access to green space in poorer regions of London and Southwark. Leisure facilities can be harder to access for people with limited income, and tend to be less well maintained in poorer areas. Fear of crime can also be a factor in undertaking physical activity, particularly for young people and women. There is also evidence that more high density urban areas are more obesogenic, aside from their relative deprivation, because they are often less walkable and have fewer green spaces.

3.4 Evidence from the community emphasised concerns over access to leisure facilities, such as sports facilities in parks, because of safety fears and poor transport links. There was a particularly strong call for outdoor gyms which were perceived as valuable by all the community and particularly young people because they were accessible, free, and safe.

Populations at risk

3.5 The evidence received indicated a number of populations at particular risk. Although children of all social economic classes are at risk, those children who live in deprived areas are significantly more at risk. Children who live in less walkable areas, with less green spaces and parks are also more at risk.

3.6 One of the biggest risk factors is having an obese parent. The daughters of obese mothers have a ten-fold greater risk of obesity, and the sons of obese fathers six-fold. It could therefore be most profitable to tackle obese parents

in particular, to reduce childhood obesity.[1] There is also growing evidence that most excess weight has already been gained before the child starts school, so pre-school initiatives may be most important. The HENRY programme (featured in the 'Weighing in') and the NICE recommendations on maternal health are interventions designed to prevent the development of obesity in babies and toddlers.

3.7 The evidence also indicated that families and young people with learning difficulties and mental health problems are also more at risk of obesity. Certain ethnic groups are also more at risk.

Nutrition and Physical Exercise

3.8 The evidence received from Bacon's College seems to suggest strongly that exercise will not prevent excess weight and obesity in children. However, while research indicates that exercise does not prevent children becoming overweight, once children have gained weight they are less physically active. Obesity leads to inactivity, rather than the other way round.

3.9 Studies show that participating in sport increases health and wellbeing. Children who keep active are no lighter, but they are metabolically healthier, which means they are less at risk of heart disease, type 2 diabetes, and high blood pressure.

3.10 Metabolic health is a key determinant of good health outcomes. Research shows that the body mass index (BMI) of children who exercise more than 60 minutes per day are no different, but their metabolic risk is substantially less.

3.11 Bacon's College partnership in seven years ensured schools progressed from 23% of young people participating in two hours' physical education and school sport a week to over 90%, which is significant progress. However children need to do sixty minutes a day exercise to be healthy and many children fall far short of that. Southwark's sports practitioners emphasised in their evidence that both the amount and quality of physical activity needs to increase. Good quality coaching is important to engage and sustain children and young people's participation in sport. Both the Superstars Challenge and the MEND programme also increased the intensity of exercise so that at least forty-five minutes was spent on working out. While regular moderate exercise has health benefits, more intensive exercise leads to better outcomes. Both the Superstars Challenge and MEND programme measured weight and BMI of participants, as well as taking children's waist measurement. A reduction in waist measurement is a very good indicator of an improvement in metabolic health.

3.12 Studies cited again and again as being effective and value for money (MEND, Superstars Challenge, Bacon's College, CATCH & ETODE) demonstrate that the best way to achieve reductions in weight is to combine improved diet with exercise, and an increase in 'health literacy'. This is not just about increasing sports participation and reducing global calorie intake, but about improving the nutritional quality of the food available and children's and families' ability to understand and make more healthy choices. The best foods to boost health are whole grains, fruits and vegetables. These foods have been shown to improve health regardless of weight. However under a quarter of

[1] http://www.earlybirddiabetes.org/findings.php

London children are eating a healthy diet. Approaches that link healthy eating with family life for example cooking lessons and linking urban agriculture to nutritional education, for example in schools, have also proven to be effective.

RECOMMENDATIONS

Early Years prevention

4.1 Implement NICE guidance (2010) for maternal obesity 'Weight management for before and after pregnancy'. Local authority leisure and community services should offer women with babies and children the opportunity to take part in a range of physical or recreational activities, that are affordable, accessible, with provision made for women who wish to breastfeed and, where possible, crèche provision.

4.2 Develop and implement consistent healthy eating and physical activity policies across Southwark Children's Centres and other early years' settings including child minders, private and voluntary nurseries that promote breastfeeding and ensure compatibility with the Early Years Foundation Stage Framework and Caroline Walker Trust nutrition guidelines.

4.3 Develop and carefully promote courses using professional chefs on cooking, shopping and nutrition through aspirational marketing to appeal to parents and carers in Sure Start Children's Centres and other early years' settings.

4.4 Encourage all nursery staff, including catering staff, to attend under 5's physical activity and nutrition training to support implementation of policies. Extend also to anyone caring for a child under 5.

4.5 Implement the 'Eat better, Start better' or HENRY programme in Sure Start Children's Centres, and other early years' settings, and ensure it is embedded in early years' practice.

4.6 Develop initiatives which target parental obesity of both mothers and fathers as a priority

4.7 Undertake a pilot early years local weighing programme with a children's centre. Build on the Health Visitor practice of weighing children at two years and use this as a way of particularly targeting at-risk parents and children and then signposting them to nutritional and exercise advice and programmes.

Schools and the Universal Free School Meals

A Recommendations for schools

4.8 Ensure a whole school approach to implementing the universal free school meals programme by involving all staff, children, parents, governors and the wider school community in developing a plan.

4.9 Promote the uptake of school meals and nutrition based standards by working towards, or achieving, at least the Bronze Food for Life award and ideally the Silver award.

4.10 Ensure that all primary and secondary school meals are nutritious and tasty at the point of delivery. Promote training for governors, who have responsibility for school meal provision

4.11 Promote health literacy in schools throughout the curriculum, including PSHE classes.

4.12 Make links between growing food, urban agriculture and nutritional education. Connect with local allotments and city farms. Grow food at the school.

4.13 Increase the quantity and quality of sport and physical activity throughout the school day including curriculum, lunchtime and after school.

4.14 Provide at least three hours of sports provision that includes forty-five minutes of constant cardio-vascular movement, through developing in house expertise or via Southwark's 'Superstars Challenge'. Time spent travelling to and from the activity should not be counted.

4.15 Invest in training staff in coaching skills, through in house expertise, linking with outside expertise or via the Bacon's partnership

4.16 Encourage active and outdoor play in schools during playtime.

4.17 Improve links with voluntary sports clubs and consider providing free or subsidised space and championing their activities

B Recommendations for the Local Authority and partners to support schools

4.18 Provide an option for schools to buy in the 'Superstars Challenge'; integrating the 'Superstars Challenge' with the free school meal offer may be an ideal opportunity to embed this initiative in schools.

4.19 Provide training for governors, who have responsibility for school meal provision, in ensuring tasty meals at the point of delivery, meeting high nutritional standards and an increasing uptake of school meals.

4.20 Promote the Food for Life standards to all schools.

4.21 Provide an option for schools to buy in coaching from Bacon's College to enable teachers to gain the skills to become effective coaches and understand health literacy.

4.22 Work with Bacon's College to ensure that the learning developed by the Bacon's Partnership Health and Wellbeing programme on health literacy is captured and available for schools to utilise though a pack, Inset day, or other suitable method.

4.23 Continue to maintain investment in MEND (Mind, Exercise, Nutrition, Do-it!) programme so that children can be referred to this from the child weighing programme, and in other ways

4.24 Promote partnership work between sports clubs and schools.

4.25 Promote active travel - ensuring every school has a healthy travel plan that encourages active travel i.e. walking and cycling to school.

4.26 Provide pedestrian and cyclist training for schools.

4.27 Promote a greater understanding of health through the child weighing programme. Consider screening more effectively for metabolic health by working with school nurses to develop other measures, such as waist measurements. Seek to create a dialogue on this.

4.28 Provide schools with details of urban agriculture opportunities including links to allotments and city farms and information on how to link this to nutritional education and physical activity.

4.29 Evaluate the Universal Free School Meals programme effectively. There is an international and national need for research that helps identify effective methods to reduce health inequalities and childhood obesity; and that tracks the cost and outcomes of programmes.

Nutrition

4.30 Create a healthier environment for our children and young people by restricting the licensing of new hot food takeaways (A5) that sell low nutrient, calorie dense food e.g. within 400m boundary or 10min walking distance of schools, children's centres, youth-centred facilities. High concentrations of fast food outlets are currently in Peckham town centre, Queens Road Peckham, Walworth Road.

4.31 Support the development of a greater diversity of local food outlets that sell healthy food, particularly near schools after school so children have better options.

4.32 Restrict or place conditions on the licensing of cafes and other food outlets that mainly or exclusively sell food high in calories and low in nutrients. Consider particularly rigorous conditions when outlets are near schools and open during lunch hour or after school.

4.33 Use planning and other methods at the local authority's disposal, to promote the establishment of businesses that make available healthy food. For example groceries, market stalls, food cooperatives and supermarkets that sell fruits and vegetables, whole foods etc.

4.34 Redefine food safety standards to reflect current threats to health and use environmental health officers to promote healthier eating

4.35 Set high standards of nutrition in public spaces e.g. schools, offices, sports centers, day centres and libraries.

Urban agriculture

4.36 Promote urban agriculture, for example allotments and city farms. Use the planning process and spatial documents to help this.

Physical activity and sport

4.37 Continue with the Southwark Community Games wider programme. Ensure it is additionally targeted at very precise areas of population in local neighbourhoods.

4.38 Continue to use the LBS Olympic brand to promote physical activity and sport.

4.39 Collate information on Southwark-wide provision of sports and physical activity and publish this widely. Ensure the public can easily access information on provision by Southwark Council, leisure providers, voluntary clubs and private sector providers. Enable this to be accessed on the website and through other portals, using available resources. Link with the LBS Olympic brand.

4.40 Continue to support the capacity of voluntary sector organisations and facilitate partnership building, within available resources. Help champion local sports clubs.

4.41 Prioritise the maintenance and provision of sports facilities in parks and green spaces, particularly green spaces in deprived areas. Where possible increase the provision of outside gyms and other sports facilities. Ensure good urban design so that spaces feel safe and are located near transport hubs.

4.42 Maintain Peckham Pulse to a high standard.

4.43 Promote a diverse range of sports, particularly for women.

4.44 Ensure that Fusion invests in lifeguard training for women, as a priority, so it can ensure that it only uses female lifeguards for its women-only swim sessions. Once this has been achieved Fusion should promote this widely.

4.45 Ensure universal sports provision is accessible for disabled people

4.46 Ensure planning applications for new developments always prioritises the need for people (including those whose mobility is impaired) to be physically active as a routine part of their daily life.

4.47 Ensure pedestrians, cyclists and users of other modes of transport that involve physical activity are given the highest priority when developing or maintaining streets and roads.

4.48 Plan and provide a comprehensive network of routes for walking, cycling and using other modes of transport involving physical activity; particularly in deprived areas.

4.49 Ensure public open spaces and public paths can be reached on foot, by bicycle and using other modes of transport involving physical activity.

4.50 Promote walking and cycling and other modes of transport involving physical activity in spatial planning documents; particularly in deprived areas.

4.51 Incorporate active design codes in neighbourhood planning, housing strategies and building codes.

Working with residents at greater risk

4.52 Enhance healthier eating knowledge and behaviour amongst at risk populations, working with relevant geographic and ethnic communities.

4.53 Support people with learning disabilities and mental ill-health, as well as the carers and staff that work with them to encourage healthy eating and physical activity.

Working with the whole population

4.54 When refreshing Southwark's Healthy Weight strategies, consider evidence from the whole community approach, from France, EPODE ('Ensemble, Prévenons l'Obésité Des Enfants', or 'Together, Let's Prevent Childhood Obesity') and incorporate that where relevant and possible.

4.55 Ensure that links between Southwark's 'Healthy Weight Strategy'; Physical Activity Strategy and Food Strategy are made so that initiatives are mutually strengthening.

APPENDICES

Appendix 1 Considering the evidence: review of childhood obesity and sports provision for secondary and primary children

Appendix 2 Bacon's Health and Wellbeing leaflet

APPENDIX ONE

Considering the evidence: review of childhood obesity and sports provision for secondary and primary children

Section 1 Prevalence of childhood obesity

1.1 The sub-committee received evidence on the rates of childhood obesity and its prevalence amongst different segments of the local population. This is a national problem; 32.6 % of children in England are overweight or obese by year 6 and 38.9 % of Southwark's children are either overweight or obese by year 6. [1]

1.2 The National Health Survey for England suggests that the prevalence of childhood obesity is increasing in Southwark across all ages. Local measurements of Reception Year (4 – 5 years old) and Year 6 children (10 – 11 years old) confirm this: for the last three years[2] Southwark has had the highest obesity rates for Year 6 and the second highest for Year R for the last 2 years. The most recent Childhood Measurement Programme shows that Southwark has the highest levels of Reception Year obesity nationally. In Reception year pupils 14.8% were obese and a similar proportion (15.0%) were overweight. In year 6, one in four children (25.7%) was obese and 14.5% overweight.

1.3 Data sets were presented that indicated that as children move from reception to year 6 the percentage of overweight and obese children increases.

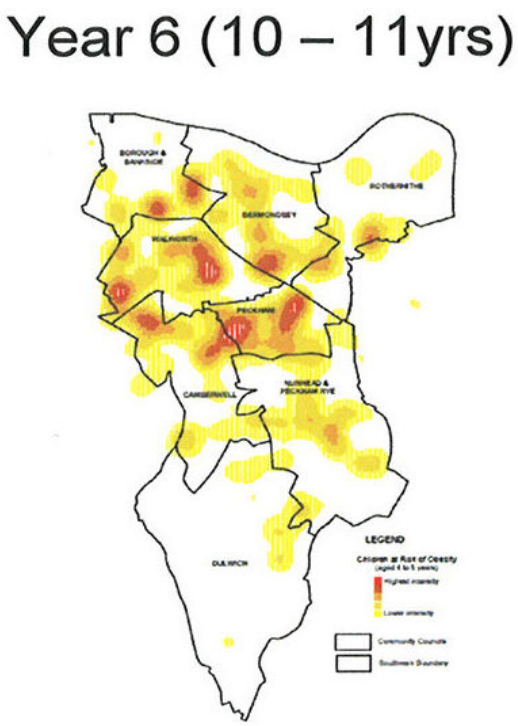
1.4 Boys in Southwark are more at risk than girls; at year six 38 % of girls are overweight or obese whereas 43 % of boys are overweight or obese.

1.5 Obesity is related to socio economic deprivation. Data sets by community council area were presented which show the link between obesity and social deprivation.

[1] Prevalence of underweight, healthy weight, overweight and obese children, with associated 95% confidence intervals, by PCT and SHA, England, 2008/09

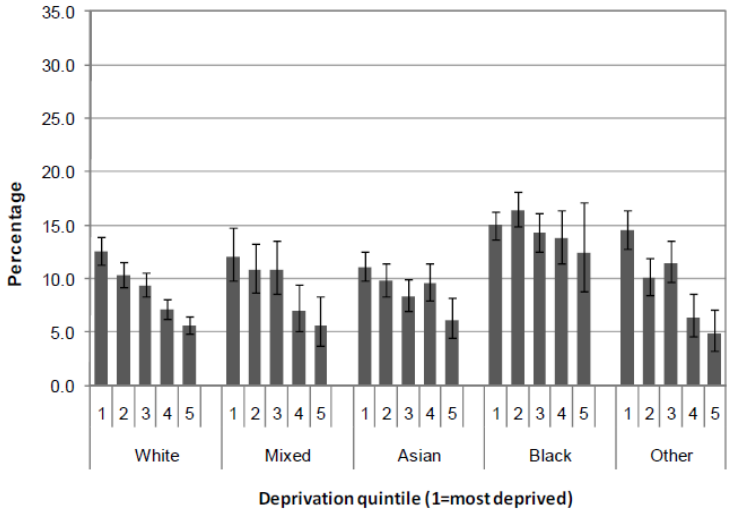
[2] (2006/07, 2007/08 and 2008/09)

Figure 1 Southwark obesity hot sports



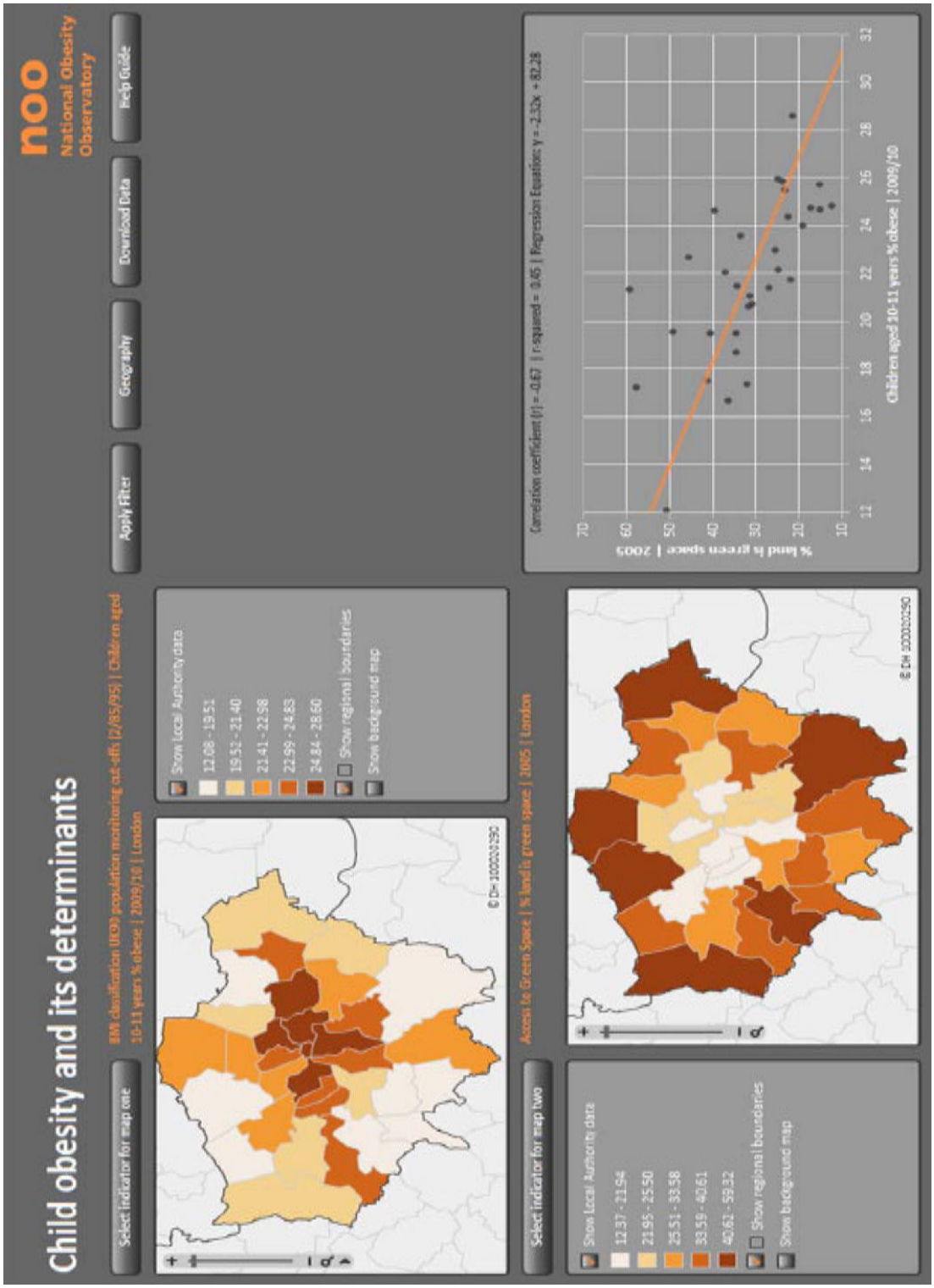
1.6 There is some association with ethnicity but deprivation is a much stronger indicator of population susceptibility.

Figure 2: Obesity prevalence among reception year girls by ethnic group and deprivation quintile, London 2008/09
Original source: London Health Observatory



1.7 There is a correlation between access to open green space and obesity.

Figure 3 from ‘A Tale of Two ObesCities’ report highlighted the correlation between access to open green space and obesity



Section 2 Costs

2.1 The GLA commissioned a special report on the cost of the obesity epidemic to gather evidence for 'Tipping the Scales'. This research showed that the current generation of obese children (aged 2-15) will cost the London economy £110.8 million per year (2007/08 prices) if they became obese adults. The report also particulars the impacts on health.

Figure 4: Complications of childhood obesity

Psychosocial	Poor self-esteem, anxiety, depression, eating disorders, social isolation, lower educational attainment
Neurological	Pseudotumor cerebri
Endocrine	Insulin resistance, type 2 diabetes, precocious puberty, polycystic ovaries (girls), hypogonadism (boys)
Cardiovascular	Dyslipidemia, hypertension, coagulopathy, chronic inflammation, endothelial dysfunction
Pulmonary	Sleep apnea, asthma, exercise intolerance
Gastrointestinal	Gstroesophageal reflux, steatohepatitis, gallstones, constipation
Renal	Glomerulosclerosis
Musculoskeletal	Slipped capital femoral epiphysis, Blount's disease, forearm fracture, back pain, flat feet

Source: 'Childhood obesity – The shape of things to come', Ludwig, D, New England Journal of Medicine, 357: 23, 2007 Reproduced in 'Tipping the scales'.

Section 3 Causes

3.1 'A Tale of Two ObesCities' emphasised poverty as a route to obesity and identified four principal pathways; food, physical activity, health care and the lower quality provision of food and exercise in schools in poorer areas.

3.2 Officers presented information on NICE (National Institute for Health and Clinical Excellence) guidance and the Foresight report on what works for childhood obesity; both agree that the approaches must address environment, schools, workplaces and families with an emphasis on a multi-faceted, holistic approach. The 'obesogenic' environment must be addressed i.e. opportunities for physical activity encouraged (e.g. walking to school as part of the school transport plan; access to green space) and the proliferation of fast food outlets. Environmental factors operate by determining the availability and consumption of different foodstuffs and the levels of physical activity undertaken by populations

3.3 The Tipping the Scales report identified poor access to nutrient rich food as a cause and it was noted that London-wide most children are not eating their five a day [3]and more deprived communities had less access to fruit and vegetables. The overabundance and aggressive marketing of cheap, nutrient

[3] The Department of Health recommends eating five portions per day. 23 per cent of boys and 24 per cent of girls in London meet this. *Health Survey for England 2008: Volume 1: Physical activity and fitness*, NHS Information Centre, 2009

poor, calorie dense food in fast food outlets was indentified as partially problematic.

3.4 This report found that poor neighbourhoods have fewer parks, green spaces and recreation centres and those that do exist are more likely to be neglected and have fewer facilities. Community safety and the fear of crime are often a deterrent to using outside local space. Furthermore the lack of cycling and walking routes hinder more active lifestyles in deprived localities.

3.5 The Tipping the Scales report highlighted evidence that physical activity levels are very low. They cited evidence from the 2008 Health Survey for England which found only 33 per cent of boys and 24 per cent of girls aged 2-15 in London participated in the recommended 60 minutes of moderate activity every day. These results are in line with the national average. (pg 20)

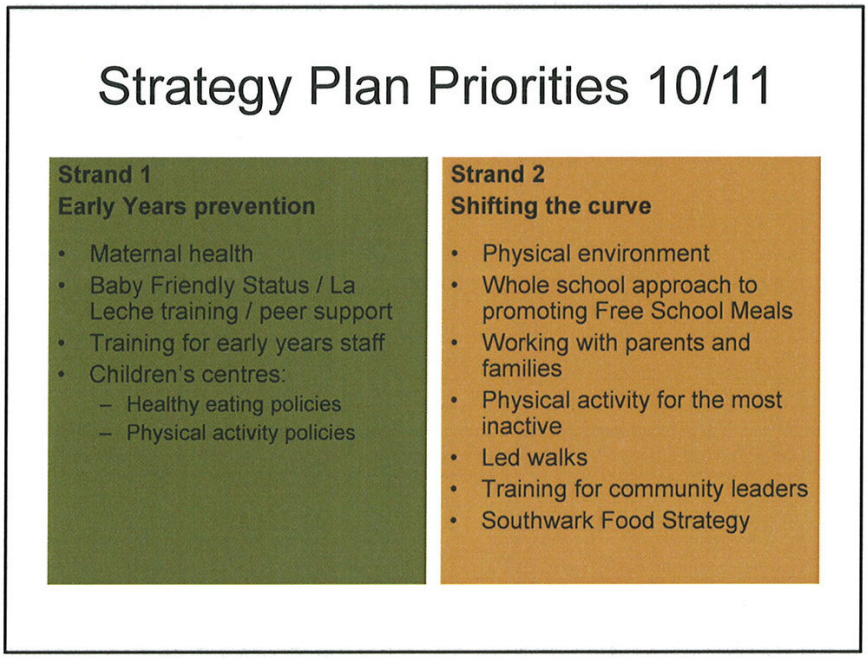
3.6 One of the biggest risk factors is parental obesity. Obese mothers are ten times more likely to have obese girls and obese fathers six times more likely to have obese sons [4] Southwark Officers reported that locally maternal obesity is of concern and is a factor in poorer maternity outcomes and higher infant mortality.

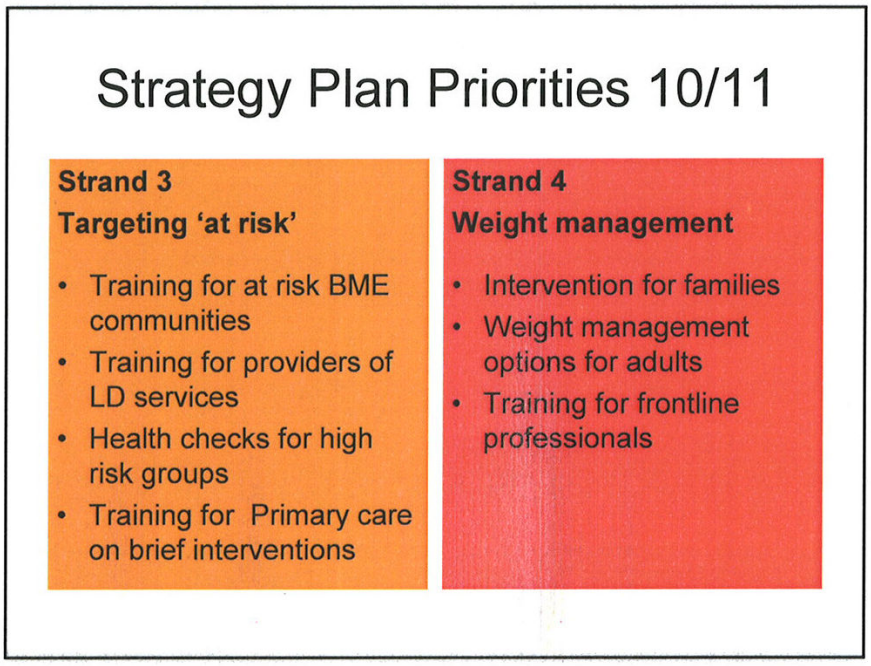
[4] EarlyBird is a prospective cohort study of healthy children from the age of 5years, which set out 10 years ago to address the three questions. It finds, counter-intuitively, that the average pre-pubertal child is no heavier now than he or she was 20-25 years ago when the children who contributed to the 1990 UK growth standards were measured. The mean BMI of children has risen substantially, but the median very little, suggesting that a sub-group of children has skewed the distribution but not altered its position. Who are these children? New data suggest that the rise in childhood obesity over the past 25y largely involves the daughters of obese mothers and the sons of obese fathers - but not the reverse.2 The daughters of obese mothers have a 10-fold greater risk of obesity, and the sons of obese fathers six-fold, but parental obesity does not influence the BMI of the opposite-sex child. Being non-Mendelian, this gender-assortative pattern of transmission is more likely to be behavioural than genetic. It is well established by the age of 5y, but unaffected by birth weight. http://www.earlybirddiabetes.org/obesity.php The EarlyBird Diabetes Study

Section 4 Solutions

Southwark Strategy

4.1 Southwark has a Healthy Weight Strategy. This has four main strands; early intervention, shifting the curve (i.e. prevention at a population level), weight management and targeting populations at great risk of obesity. This is a multi agency plan which sets out the key areas of work. The priorities involve a range of settings and different professionals and communities. The strategy is informed by national guidance, best practice and evidence of what works. Officers reported that for interventions to be effective, they have to be multi-component (i.e. inputs to include nutrition, physical activity and mental health).





International strategies

5.1 A 'whole community' approach, from France, was featured in the Tipping the Scale reports. EPODE ('Ensemble, Prévenons l'Obésité Des Enfants', or 'Together, Let's Prevent Childhood Obesity') programme has been running for many years across entire towns. The programme – which is part-funded by private sponsors – involves making a wide range of interventions, including:

- Educating children about healthy lifestyles and the consequences of obesity.
- Improving food in school cafeterias.
- Providing family breakfasts at schools.
- Cooking classes for children and parents.
- Employing sports educators and dieticians in schools.
- Building new sports facilities.
- Introducing walk to school groups.
- Encouraging GPs to identify all overweight children and refer them to a dietician.

5.2 In the first two towns where EPODE was introduced, Fleurbaix and Laventie, childhood obesity prevalence fell in 2000-2004 from 14 per cent to 9 per cent after increasing steadily for many years before that. In nearby towns, used for comparison, prevalence continued to rise and by 2004 was double the rate in Fleurbaix and Laventie. The report noted that all of the towns where this approach has been shown to be successful so far are relatively small; introducing it across a large city could prove to be more challenging

Research evidence

5.3 The GLA report highlighted a range of national and international interventions that have demonstrated their value. The best value intervention was regulation of television advertising undertaken in Australia at £3.70 per day. Other cost effective interventions were LEAP (£50-150 QULY), a programme of interventions to increase physical activity, and MEND (£1,700 QULY), which Southwark has piloted. CATCH a school based programme to promote healthy food choices and physical activity, including classroom education, intensive PE lessons, healthier school food and parental involvement was also a cost effective intervention at US 900 per Quality Adjusted Life year. [5]

Physical Activity and Sport

5.4 The NICE recommendations for increasing physical activity emphasise the need to improve the physical environment to encourage physical activity and promote evidence based behavior change. NICE has produced a detailed review of the evidence supporting the promotion of physical activity for children and young people[6]. The key recommendations relate to:

- Promoting the benefits of physical activity and encouraging participation at national and local levels
- Ensuring high-level strategic policy planning for children and young people supports the physical activity agenda
- Consultation with, and the active involvement of, children and young people
- The planning and provision of spaces, facilities and opportunities
- The need for a skilled workforce
- Promoting physically active and sustainable travel

5.5 Southwark has a Physical Activity Strategy. Overall the strategy seeks to increase sport and physical activity participation. Put simply, enabling more people to be more active, more often. It has six strategic themes

- Using physical activity for both the prevention and management of ill-health
- Maximizing the use of planning policy in providing for sport and physical activity
- Providing a network of appropriate places and spaces for sport and physical activity
- Improving access and choice for the whole population
- Building and maintaining an effective multi-agency delivery system for sport and physical activity

[5] Summarized from 'Tipping the Scales which draws on their commissioned report on *Childhood obesity in London*, GLA Intelligence Unit, April 2011. Cost-effectiveness has been assessed in terms of the 'cost per Quality Adjusted Life Year' (QALY), a measure of how many additional years of life (adjusted for quality) are gained by the person receiving the intervention. Australian studies use a similar measure of 'Disability Adjusted Life Year' (DALY). The National Institute for Health and Clinical Excellence determines an intervention is cost-effective if it costs less than £20,000 per QALY.

[6] PH17 Promoting physical activity for children and young people: guidance Jan 2009

- Maximizing the use of London 2012 to promote physical activity

5.6 Leisure centres are currently undergoing major refurbishment: there is investment spread across all the council owned facilities

5.7 Officers highlighted three locally effective interventions. MEND (Mind, Exercise, Do it) was part of a national trial and had been effective at decreasing children's BMI (Body Mass Index) and reducing waist circumference. The 'Superstars Challenge' had been similarly effective. Lastly the Bacon's School Partnership has seen a year on year increase in physical activity.

5.8 Public health, in partnership with the leisure and wellbeing team, successfully delivered the MEND programme (family based weight management intervention) this family based intervention for 7-13 year olds who are overweight or obese is documented to be an effective weight management programme for children. Approximately 150 families have graduated from a MEND programme in Southwark over the last 5 years. Without mainstream funding the extent of delivery varies year to year. In 2011/12 Jubilee Halls charity ran a programme in the summer term. The PCT has agreed to run a further two programmes starting January and May. Benefits to children attending generally include reduced BMI and waist measurements, as well as increased knowledge and improved behaviour on both physical activity and healthy eating scores. Parents are encouraged to make changes as a family as a well as supporting the individual child

5.9 'Southwark Superstars Challenge' is a pilot project. So far six schools with the highest obesity rates have been recruited to the programme. The programme introduces intensive physical activity in yr 5 (age 9-10). The 10 week programme runs three times a week for 45 - 50 minutes of physical activity and 10 minutes of nutrition education. At the start and end of the programme children do fitness tests and have their measurements taken. School staff and heads have been very enthusiastic about the programme; impact to date has been highly successful

5.10 Bacon's College had a physical education and school sports partnership team. In seven years the partnership ensured schools progressed from 23% of young people participating in two hours' physical education and school sport a week to over 90%. The college has developed a Health and Wellbeing programme that integrates some of the learning from MEND and promotes "health literacy". The programme's emphasis is on working with schools to increase the coaching skills of teachers in PE and introducing the Health and Wellbeing programme in sustainable way.

5.11 Bacon's College presented evidence about their programme promoting Health Literacy. This is a relatively new concept in health promotion. It is used as a composite term to describe a range of outcomes to health education and communication activities. From this perspective, health education is directed towards improving health literacy. Through the 'Health and Wellbeing Programme' they look to promote renewed attention to the role of health education, physical education and communication in health promotion, within the context of the 'health and wellbeing' of the family unit. The 'Health and Wellbeing Programme' is designed to use simple health messages to bring about a sustainable change in attitude to physical activity

and ensure families have the ability to make educated decisions on eating habits. See appendix 2 for leaflet

5.12 The funding for the School Sports Coordination came to an end in March 2011, but there may be some residual capacity to take forward some of the work; particularly around sports coaching for primary schools and the health literacy programme.

5.13 The report submitted by Bacon's College made some key points about exercise and obesity:

- Promoting exercise is a good idea, but if you want to tackle the obesity epidemic it is not the solution. Weight loss is not a key benefit from exercise. Foregoing a small sandwich was as effective as a one-hour run.

- You cannot exercise your way out of the obesity epidemic. It would take an enormous intervention in physical exercise.

- It is important for policy makers to realise that if they want to promote weight loss in overweight and obese people, the most effective way is through healthy eating and diets.

- However, the report says, exercise protects against heart disease, type 2 diabetes, osteoporosis and high blood pressure.

5.14 Studies show that those people who exercise regularly are less at risk of diabetes, heart disease and high blood pressure; they are thus more likely to be 'metabolically healthy'. Metabolic fitness can be defined in terms of how the human body responds to the hormone insulin. Healthy bodies tend to have excellent glucose tolerance, normal blood pressures, and heart-healthy blood lipid profiles.[7]

5.15 There is only very limited data available for children, however the studies available are consistent with the findings in adults, namely that higher levels of activity and fitness are associated with reduced risk of metabolic syndrome.[8] Metabolic syndrome is a name for a group of risk factors that occur together and increase the risk of coronary artery disease, stroke and type 2 diabetes. It is often associated with extra weight, particularly around the middle and upper parts of the body

Olympics

5.16 The Olympics work in Southwark that focuses specifically on young people includes Young persons volunteering; Cultural offer for young people (including dance); Get Set network to support communications in schools; Sports related engagement opportunities; participation with regional initiatives such as Sportivate, London Youth Games, Us Girls; Coaching qualifications for young people with disabilities; Social networking communications; and sports outreach to youth groups.

[7] http://www.thinkmuscle.com/articles/gaesser/obesity.htm

[8] http://www.health.gov/PAguidelines/Report/G3_metabolic.aspx#_Toc199933636

5.17 In addition to this activity £2M pounds has been invested in capital projects to promote activity and sport including refurbishment/development of the following sites: Bethwin Sports, Burgess Park BMX Track, Camberwell Leisure Centre Sports Hall, Herne Hill Velodrome, Homestall Road Sports Ground Development, Outdoor disability multi-sports court, Peckham Pulse Pool Hoist, Peckham Rye Pitches & changing rooms, Southwark Park Sports complex, Trinity College Centre Outdoor sports area.

5.18 Other work that will support the wider population to be more active around the Olympics includes development of the online Get Active London directory, active travel promotions, Change4Life campaign, and potentially follow-on from the Health Factor Challenge which ran in 2011.

Schools

5.19 Southwark's recent commitment to universal free school meals will be part of a whole school approach to reducing childhood obesity. The 'whole school approach' emphasises engaging with pupils, teachers and parents, embedding healthy eating in the curriculum, encouraging healthy behaviour in and out of school and linking transports plans with the physical environment and the food strategy

5.20 The 'A Tale of Two ObesCities' report advocated a universal school meals programme providing free, nutritious and tasty school meals. It called for linking this to nutrition education and the engagement of parents in school food programmes. It cited evidence from Hull that this programme had positive impacts on the children's food health choices and wellbeing.

5.21 The National Child Measurement Programme has been running for four years, whereby pupils in reception and Year Six are measured. From this, school nurses follow up children of very unhealthy weight, providing advice and sign posting to parents

Nutrition

5.22 The 'A Tale of Two ObesCities' report advocated redefining food safety standards to reflect current threats to health and using boroughs' Environmental Health Officers to promote healthier eating. There were recommendations to use planning instruments to restrict fast food outlets and promote supermarkets, groceries, and food cooperatives that promote fruit, vegetables and other healthy food.

5.23 The Tipping the Scales report noted the importance of nutritious food and access to quality ingredients. The report noted the while there is little evidence that food growing projects, on their own, influence children's diets, but it has been shown that linking food growing to nutritional education and changes in school meals is effective. (page 40)

5.24 Southwark is considering developing a fast food outlet strategy aimed at limiting the saturation by reducing the number of new outlets in certain areas and promoting healthier menus at existing outlets and there is some ongoing consultation work as part of the Peckham and Nunhead Area Action Plan.

The physical environment

5.25 The 'A Tale of Two ObesCities' report advocated increasing access and the safety of places, such as parks, where people can be physically active. They stated that urban agriculture is a sustainable and health promoting use of green space. The report recommended that local authorities promote cycling and walk ability, particularly in areas of deprivation. It was recommended that regional and local Housing Strategies should incorporate active design principles.

5.26 Officers gave evidence-based recommendations on how to improve the physical environment to encourage physical activity. [9] They include:

- Ensure planning applications for new developments always prioritise the need for people (including those whose mobility is impaired) to be physically active as a routine part of their daily life.
- Ensure pedestrians, cyclists and users of other modes of transport that involve physical activity are given the highest priority when developing or maintaining streets and roads.
- Plan and provide a comprehensive network of routes for walking, cycling and using other modes of transport involving physical activity.
- Ensure public open spaces and public paths can be reached on foot, by bicycle and using other modes of transport involving physical activity.

Population targeted work

5.27 Online obesity care pathways for adults and children are being promoted to GPs, practice nurses, school nurses, health visitors and child development workers. Pathways ensure that up-to-date clinical guidance is embedded as well as local opportunities and contacts for interventions and self help.

5.28 The council is currently also working with community members (community volunteers) in Peckham and Faraday who will facilitate the gathering of information from their peers on local social issues as well as possible solutions. One area that they may potentially explore in this pilot could be around child healthy eating/weight as data shows that this is a prevalent issue in this area particularly around the BME groups. The exact focus is yet to be decided by the community through their discussions.

[9] PH8 Physical activity and the environment: guidance Jan 2008

Section 5 Summary of consultations with southwark residents and partners

Evidence from the Council Assembly Themed Debate: Sports and Young People

Investment in facilities

6.1 The outdoor gym at Burgess Park was hugely popular with residents, particularly young people. Many people praised it as a wonderful idea as it was free, accessible and brought people together. There were many calls for more outdoor gyms. Planned investment in the BMX Park, and new cricket and football pitches, were all welcomed. There was a call for refurbishment of Peckham Pulse. There was a request for the Camberwell pool to be extended and a diving pool installed.

Diversity of sports provision for a diverse population

6.2 Many people said that there should be more of a range of provision; particularly for girls and that there was too much emphasis on football. A number of residents commented that girls were not participating enough in sports. Residents wanted to know what the council was doing to involve disabled people in sports. Muslim women requested female guards at women only swimming sessions, and pointed out that without these they would not use the provision.

Safety and cost of travel and using facilities

6.3 Residents highlighted feeling safe and being able to travel confidently and cheaply at night as important, particularly for young people. They asked officers to consider that when providing and designing facilities and pay particular consideration to safety when travelling at night

The need for coordinated information

6.4 Residents wanted more information on provision. The role and importance of voluntary clubs and the support that they need to thrive Clubs wanted a variety of support, including assistance with capacity building to access funds, assisting with partnership work with schools, and recognition and appreciation of the success that many young people had achieved and the good work of clubs in enabling this.

The added value of sport

6.5 Young people, adults and clubs all emphasised the health, social and psychological benefits of sport, saying that it promoted maturity, self discipline and self esteem and contributed to social cohesion.

Evidence given by the sub-committee's education representatives

6.6 It was reported that one setting had to do lots of work to improve provision of nursery meals because the outside caterer providing lunches prepared the food hours in advance. The lunches were often insipid tasting and then children chose the tastier bits, which may not be the healthiest parts of the meal. Moreover sometimes the food at delivery point had little resemblance to the menu description. Moving the provision in-house and concentrating on

the food at delivery point greatly increased the nutritional content and children's satisfaction.

6.7 The majority of primary schools prepare meals on site; either with in-house staff or external caterers. Three schools have meals produced off site, by other local schools.

6.8 There was concern that responsibility for school meal provision has now moved to the governors and that it might not be realistic for them to adequately monitor this.

6.9 The head teacher representative commented that weight data for 3 year olds would be helpful. Officers commented that 4 years ago the government started to require that children are measured at reception and year 6. This is a national programme and enables comparisons to be made. The potential for undertaking a local weighing programme using school nurses was discussed by the sub-committee.

6.10 Kintore Way's children's centre had offered courses on cooking, shopping and nutrition, but it had a very low take up by parents and carers. However when much of the course was rebranded, and a professional chef employed to deliver the content, parents found this much more appealing. Making the course more aspirational proved very effective.

6.11 There was concern that school recreation time was used as a time to punish children and that this had an adverse impact on activity levels. Alongside this schools have moved away from an afternoon of sports. The national curriculum changed the priorities of schools meaning that sports provision is now much more the choice of heads.

BACON'S COLLEGE SPORTS PARTNERSHIP | health & WELLBEING

HEALTH CHAMPION

Name .....

Class .....

Get Active With PE

My PE Days Are:

.....

.....

My PE Kit Is:

.....

.....

I Attend After School Clubs On:

.....

.....

The Community Clubs I Attend:

.....

.....

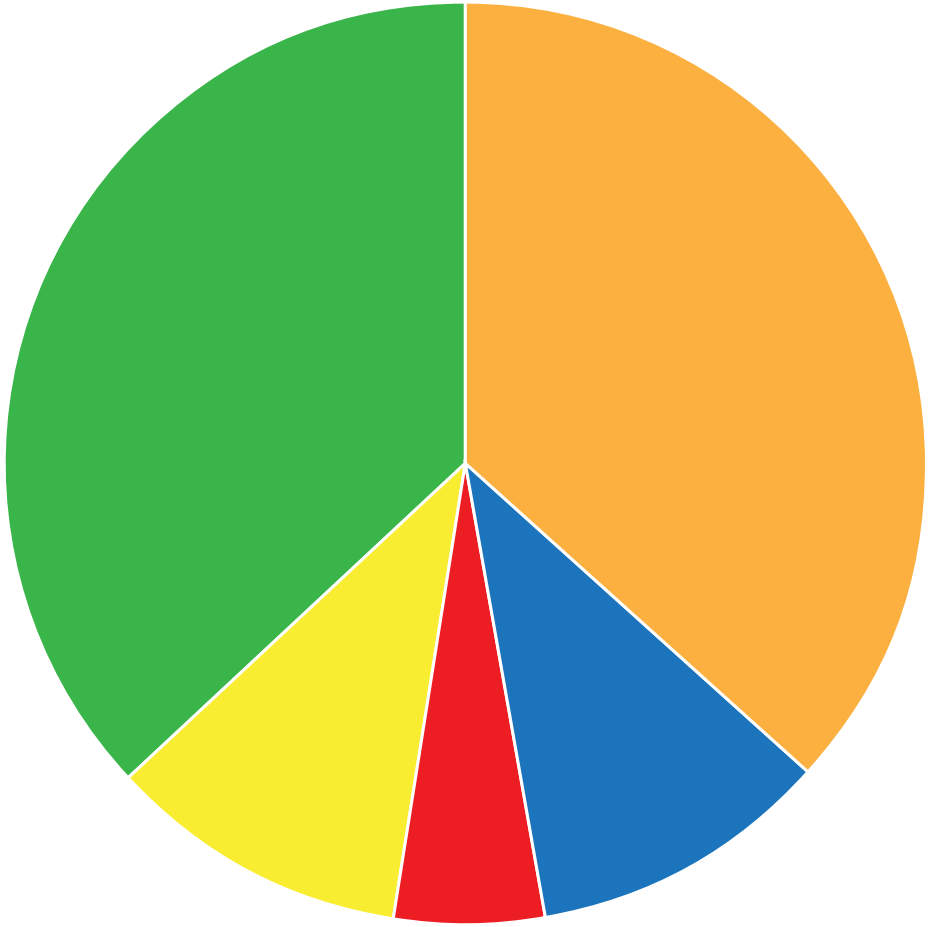
What Does Healthy Mean To Me:

.....

.....

Healthy Plate

Create your healthy plate by cutting out the food items found on page 14 and place them on to the five food groups below.



Name The Five Food Groups:

1. .....

2. .....

3. .....

4. .....

5. .....

Go Glow Grow

GO

Carbohydrates:
Are our bodies energisers, they give our bodies all the energy we need to carry out our everyday activities.

Fats and Sugars:
Are also energisers, but wear off quickly and if we have more than we need can lead us to putting on weight.

GLOW

Fruit and Vegetables:
These are our glow foods they keep our insides and outsides healthy.

Have you ever heard the saying, *"eat your carrots, they help you see in the dark?"* It is true - fruit and vegetables are full of vitamins and minerals, which help our hair shine, skin stay smooth and our eyes sparkle.

GROW

Protein and Dairy:
Are our grow foods. These help our bodies grow big and strong. Protein develops our muscles and helps repair injuries. Protein is full of calcium which makes our bones and teeth grow and keep them hard and strong.

Meet Alisha and Ronnie!

Here's the latest new activity! Help Alisha or Ronnie make smart choices for their meals throughout the day. You'll see how what they choose affects their "balance of good health".

www.foodafactoflife.org.uk

Help Mike and His Friends

Can you help Mike and his friends improve their performance by improving their diets?

Mike wants to be a professional marathon runner. He has a problem though - he never finishes the race. No one can understand why, as he leads the race up until the last two miles. He then complains that he is too tired to continue.

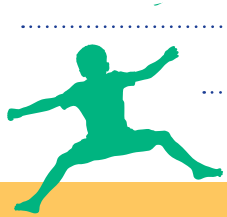
What foods can Mike eat to help him complete a race?

Jack is an up and coming BMX racing star. Last week he had a nasty crash and broke his leg. The doctor says he needs lots of rest.

What foods will Jack need to get him back racing again as quickly as possible?

Rapunzel is a famous beauty queen. She is currently out of work as people are saying she has lost her sparkle.

What foods can Rapunzel eat to regain her sparkle?



Menu Planner

Plan a menu for Mike or one of his friends

Breakfast .....

.....

.....

Snack .....

.....

.....

Lunch .....

.....

.....

Snack .....

.....

.....

Dinner .....

.....

.....

School Master Chef Challenge

Pitta Pizza

This easy snack idea is ideal for when the kids are hungry and you need to make something speedy and healthy.

Serves: 4
Preparation time: 5 mins
Cooking time: 8 mins
Approx cost for recipe: £1.08

- 4 wholemeal pita breads
- 4 teaspoons tomato puree
- 4 medium tomatoes, sliced
- 2 teaspoons dried mixed Italian herbs
- Ground black pepper

1. Preheat the oven to 190°C, fan oven 170°C, gas mark 5.
2. Spread 1 teaspoon of tomato puree over one side of each pita bread. Arrange on a baking sheet and top with the sliced tomatoes. Sprinkle with the mixed herbs.
3. Transfer to the oven and bake for 6-8 minutes.

Tip 1: If you prefer, cook these under a medium-hot grill for 4-5 minutes.

Tip 2: For an easy variation, omit the sliced tomatoes and scatter a 227g can of drained pineapple chunks in natural juice over the top of the pitas, then add 80g of chopped cooked ham. Bake or grill as above.

Checkout more great recipes at...
www.nhs.uk/Change4Life/Pages/lunch-recipe-book.aspx

Bogeyman Soup

This gorgeous green soup is full of vegetables!

Serves: 4
Preparation time: 15 mins
Cooking time: 25 mins
Approx cost for recipe: £1.08
Approx cost per serving: 45p

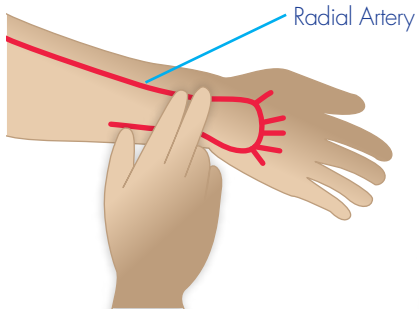
- 2 leeks, washed and sliced
- 250g broccoli, broken into florets
- 250g potatoes, peeled and chopped
- 600ml (1 pint) vegetable or chicken stock
- 100g spinach, washed
- 300ml (½ pint) semi-skimmed milk
- Ground black pepper

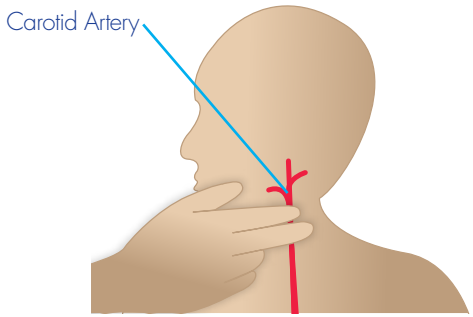
1. Put the leeks, broccoli and potatoes into a large saucepan and add the stock.
2. Heat until just boiling, then turn the heat down. Cook over a low heat with the lid on for 15-20 minutes, or until the potatoes are tender.
3. Add the spinach and cook gently for another 2-3 minutes, until the leaves wilt down.
4. Blend the soup to a puree using a hand-held stick blender, or transfer it to a food processor or blender and whizz until smooth. Add the milk and reheat gently, seasoning with ground black pepper. Serve.

Tip 1: Cover, cool and refrigerate the soup, using it within 3 days of making it, and re-heating it thoroughly when ready to serve.

Tip 2: Use vegetable or chicken stock cubes, or concentrated stock from a jar, following the instructions to make it up to the correct strength for 600ml (1 pint) of water

Pulse Rate





Resting

1. .....

2. .....

3. .....

Average .....

After Moderate Exercise

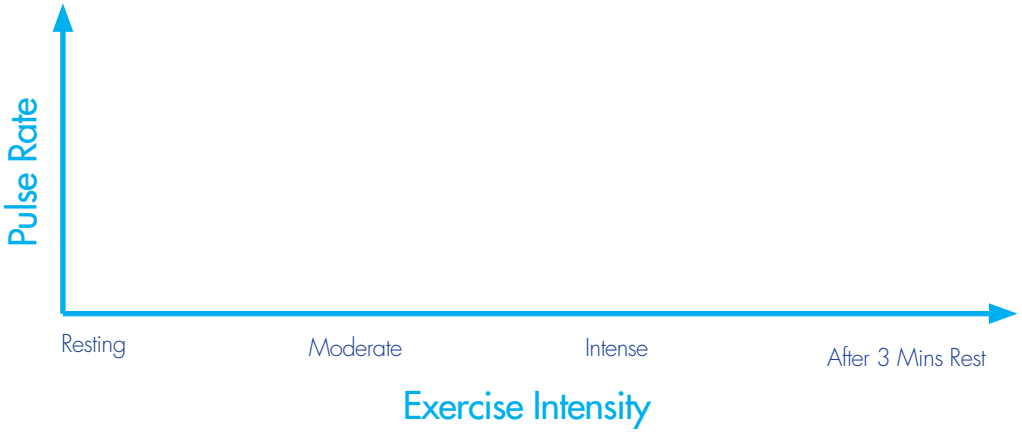
.....

After Intense Exercise

.....

After 3 Minutes Rest

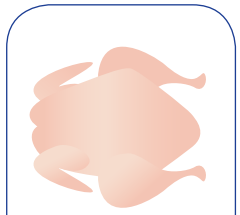
.....

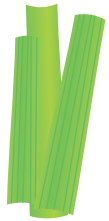


Energy Balance

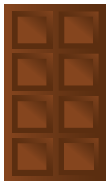
Rank these in order:

Which ones give us the most energy per 100g?

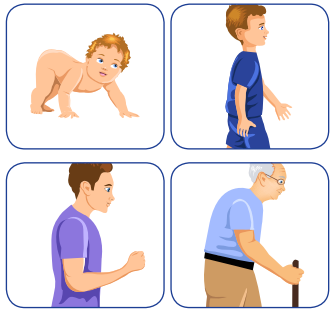

Chicken

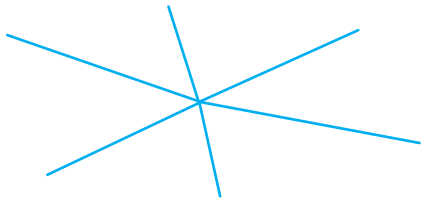

Celery


Bread


Chocolate

Can you think of reasons why these people need different amounts of energy?





Why is portion size important?

1. .....

2. .....

3. .....

Ibrahim From Southwark Football Story

Ibrahim saw that Bacon's School Sports Partnership was running trials for their development centre. He decided he wanted to try out, but his nerves nearly got the better of him as he didn't think he was good enough. After speaking to his teacher, he thought, "**Why not, what have I got to lose?**"

Ibrahim went along and met Mr Baltacha, Director of Football, who once played in a world cup and is one of the best football coaches in the country.

Ibrahim had a fantastic day making lots of new friends and was really glad he came. He didn't get into the advanced sessions but received a letter telling how he did in the trials.

Please see the letter opposite.

Dear Ibrahim,

We are going to offer you a place in the academy. However, before the summer camp you must improve your fitness and attitude.

The reasons are shown below:

Technical ability	Rank
Footwork - both feet	10/10
Dribbling - both feet	10/10
Close ball control/turning	10/10
Passing accuracy	8/10

Your touch and close control were exceptional. Overall 10/10.

Physical and Mental	Rank
Focus	3/10
Attitude to training/self discipline	2/10
Speed	4/10
Agility	4/10
Strength	6/10

This area of your game needs work and your fitness levels are low. Overall 5/10.

Your fitness levels affected your game performance. In the first 15 minutes you were very impressive and controlled the game, but after this you seemed puffed out and struggled to stay in the game.

Ibrahim, at this time, we can offer you a place on the advanced football academy but you will need to improve in the areas above to succeed in the Academy

Yours Sincerely

Sergei Baltacha
(Director of Football)

Help Ibrahim Reach His DREAM!

Ibrahim decided he wanted to make some changes to his lifestyle so he could improve his fitness levels. Ibrahim decided that the best way to do this was to make changes to his activity levels and nutrition intake, one small step at a time.

Week	Nutrition/ Lifestyle	Duration	Times per week	Total exercise for the week
Week 1	• In the first week Ibrahim looked at his current exercise and nutrition levels. 3 fruit and vegetables 7 unhealthy snacks • Football at lunch	Per day 30 mins	Over the week 3 x week	1 1/2 hrs
Week 2	• 4 Fruit and vegetables. 6 Unhealthy snacks. Swapped Sweets for healthy snack • Football at lunch • Joined football after school club • Walked to school with big sister	Per day 30 mins 1hr 10 mins	Over the week 3 x week 1 x week 2 x week	2hrs 40 min
Week 3	• 5 Fruit and vegetables. 4 Unhealthy snacks. Swapped Sweets for healthy snack. Helping his parents do the shopping to create more balanced food plates • Football at lunch • Joined football after school club • Walked to school with big sister • Joined another sports after school club	Per day 30 mins 1hr 10 mins 1hr	Over the week 3 x week 1 x week 3 x week 1 x week	4hrs
So far Ibrahim is active for 4hrs a week, can you get him up to seven hours by week 5? Complete the last two weeks to help Ibrahim reach his goal of joining the Academy.				
Week 4				
Week 5				

Create Your Own Dream Chart

What's your Goal?

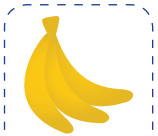
Week	Activity	Duration	How many times a week	Total Exercise
Week 1	What are you doing at the moment?			
Week 2				
Week 3				
Week 4				
Week 5				
Week 6				
Week 7				

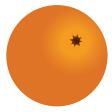
Tips On Staying Healthy

All measures per 100g	Low - a healthy choice	Medium - ok most of the time	High - only eat occasionally
Sugars	5g or less	5.1g - 15g less	More than 15g
Fats	5g or less	5.1g - 15g less. 1-20g	More than 20g
Saturates	1.5 or less	1.6 -5g	More than 5g
Salt	0.30g or less	0.31-1.5g	More than 1.5g

Traffic light labels on food make it easier to choose healthy options. To apply traffic lights to a product, look at the '100g' information panel on the pack and use the grid to make a healthier choice.

143


Bananas


Orange


Apple


Pear

Mushrooms


Broccoli

Eggs


Carrots


Potatoes


Fish Fingers


Tin Tomatoes


Tin Fruit


Kidney Beans


Jam


Pizza

Rice

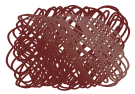
Pasta

Cereal


Bread


Salmon


Smoked Fish


Mince

Chicken


Steak


Pork Chop


Fizzy Cola


Milk

Cheese

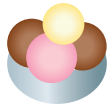

Yogurt


Apple Pie


Sweets


Crisps

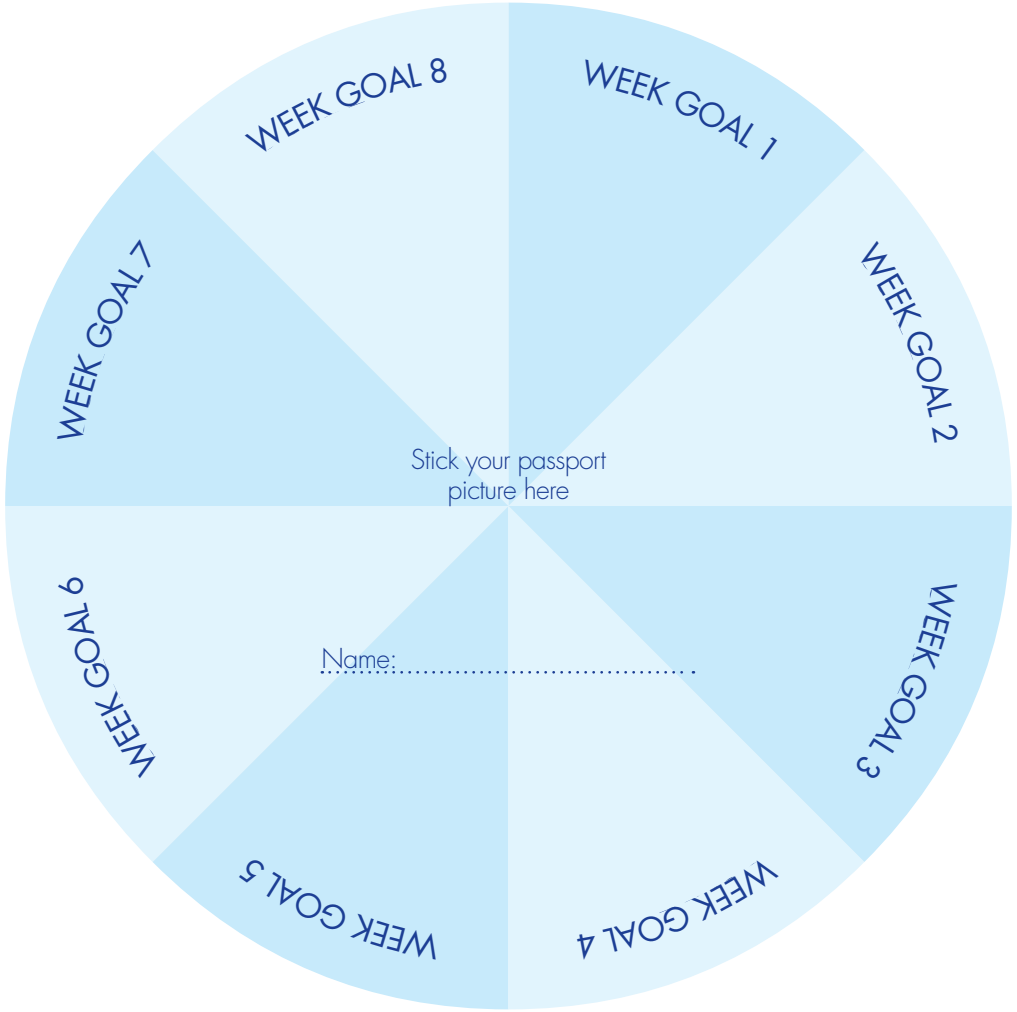

Chocolate


Ice Cream


Cake

My Goal Achievement Chart

To help you make healthy lifestyle changes we are going to set ourselves personal goals each week, one nutrition goal and one exercise goal.



144

Parent's Comments

Item No. 13.	Classification: Open	Date: 19 June 2012	Meeting Name: Cabinet
Report title:		Response to the Education and Children's Services Scrutiny Sub-committee's Review of Childhood Obesity and Sports Provision for Secondary and Primary Children	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Dora Dixon-Fyle, Cabinet Member for Children's Services	

FOREWORD – COUNCILLOR DORA DIXON-FYLE, CABINET MEMBER FOR CHILDREN'S SERVICES

The service seeks and welcomes feedback which enables it to improve the health and well-being of the children, young people and adults of Southwark, and we continue to identify areas for improvement. The education and children's services scrutiny sub-committee's report and recommendations are received in this context. The recommendations will support the service and ensure that all families in Southwark receive the support and information they may need to live healthy lifestyles.

Of the 55 recommendations of the sub-committee we are already performing 47 as part of our commitment to reducing the levels of childhood obesity, 8 are for partner agencies to deliver. Of the 47 remaining the response to the recommendations in the main report detail of how these will be progressed with comments on what we will do to support those recommendations that are for partner agencies to deliver.

Children's services recognises that there are many complex inter-related factors which lead to childhood obesity including biology, physical activity, societal influences and the food environment. With this in mind the children's trust requested a joint review be carried out, using a 'community lens', to better understand the complex picture facing our communities. The findings of the review that took place between September 2011 and March 2012 will inform further work on reducing childhood obesity. The review will be published shortly.

RECOMMENDATIONS

1. Agree the response to the recommendations of the Education and Children's Services Scrutiny Sub-Committee.

2. Agree the action plan attached as Appendix 1 to this report.

BACKGROUND INFORMATION

Education and Children's Services Scrutiny Sub-Committee

3. On 12 July 2010, the Education and Children's Services Scrutiny Sub-Committee decided to conduct a review of childhood obesity and sports provision for secondary and primary children. The review's findings and 55 recommendations were presented to cabinet on 17 April 2012. Cabinet agreed that the recommendations be noted. There are twenty eight recommendations that the chair and vice chair have identified as priorities and which are shown as shaded on the report. Councillor Dora Dixon-Fyle, cabinet member for children's services was

asked to bring back a report to cabinet, in order to respond to the overview and scrutiny committee, by June 2012.

Report summary

4. The aim of the review was to make recommendations to the cabinet for improvements to the education of children on healthy eating and the dangers of obesity, and to examine whether sports provision is adequate.

5. Evidence was gathered from officers from Southwark Council and Public Health; Bacon's College's schools sport partnership submitted a written report; the sub-committee's education representatives gave evidence and evidence was also gathered from the Council Assembly themed debate: 'Sports and Young People'. This included a range of one to one interviews conducted through outreach and community council and council assembly debates, deputations and questions.

6. The report contained 55 recommendations, these, broadly, include steps to: implement healthy eating and physical activity policies among the early years sector and to restrict the licensing of new hot food takeaways.

7. Children's services broadly accept the recommendations made by the sub-committee. This report contains a detailed response to each of the 55 recommendations and a summary action plan is included in Appendix 1.

Response to recommendations

8. The report and its recommendations complement the on-going work Children Services and its local partners are engaged in. It is encouraging to note that we are already doing the vast majority of recommended actions, and will ensure that the foci highlighted by report are maintained and/or increased going forward.

9. It must be noted that a number of the recommendations fall out with the control of the council, such as those relating to schools, which control their own budgets. The council will continue to work with its partners to promote healthy lifestyles.

10. In addition, the outcome from the children's trust's joint review will provide further opportunities to develop and enhance support for the borough's children, young people and families. The review took a community focus to better understand the viewpoint of our communities and stakeholders, and seek solutions from the 'bottom up', engaging our communities in this priority. Its final report is due to be published imminently.

KEY ISSUES FOR CONSIDERATION

Recommendations from sub-committee/response

11. The education and children's services sub-committee made 55 recommendations, to which responses are set out below. There are twenty eight recommendations that the chair and vice chair have identified as priorities and which are noted in this report as marked "priority".

Early Years

Recommendation 1 (priority)
Implement NICE guidance (2010) for maternal obesity 'Weight management for before and after pregnancy'. Local authority leisure and community services should offer women with babies and children the opportunity to take part in a range of physical or recreational activities, that are affordable,

accessible, with provision made for women who wish to breastfeed and, where possible, crèche provision.

Response
There has been significant investment in promoting healthy eating/living in the early years, including the promotion of NICE guidance by health professionals. Specifically a maternity and early years multi agency group has been set up to promote and implement best practice. In Children's Centres parents and young children have access to a range of physical and recreational activities as well as breastfeeding cafes.

Recommendation 2 (priority)
Develop and implement consistent healthy eating and physical activity policies across Southwark Children's Centres and other early year's settings including child minders, private and voluntary nurseries that promote breastfeeding and ensure compatibility with the Early Years Foundation Stage Framework and Caroline Walker Trust nutrition guidelines.

Response
All centres have healthy eating policies and support from the community nutrition team, and there are a range of programmes across the network such as breastfeeding clinics, cook & eat, let's get walking and fitness classes such as pilates or salsa. Southwark are piloting the Eat Better Start Better programme ahead of National rollout to audit healthy eating practice in Early years settings, and train staff on implementing the national voluntary guidelines for food and drink.

Recommendation 3
Develop and carefully promote courses using professional chefs on cooking, shopping and nutrition through aspirational marketing to appeal to parents and carers in Sure Start Children's Centres and other early years' settings.

Response
Healthy Eating programmes are delivered in Children's Centres led by the community nutrition team. Through the Eat Better Start Better programme a range of early years practitioners are being trained to deliver such practical nutrition courses to parents with support from community nutritionists who use Change4Life campaign resources to help parents with shopping and cooking on a budget. Our view is that this method is likely to be more sustainable than using professional chefs

Recommendation 4
Encourage all nursery staff, including catering staff, to attend under 5's physical activity and nutrition training to support implementation of policies. Extend also to anyone caring for a child under 5.

Response
Early years settings are being trained through the Eat Better Start Better programme, including some catering staff. The next stage of the programme is to roll out their learning to parents using their settings. Grub4ilfe has operated in Early Years centres which supports training of nursery chefs to produce quality meals and implementation of food policy. NICE guidance on physical activity for under 5's and 5-11yr olds will be included in Healthy Weight training offered.

Recommendation 5
Implement the 'Eat better, Start better' or HENRY programme in Sure Start Children's Centres, and other early years' settings, and ensure it is embedded in early years' practice.

Response
The "Eat Better, Start Better" programme is a national pilot that Southwark succeeded in applying for and the HENRY training is a bought-in service. Eat Better Start Better provides an audit tool with which early years practitioners can review food provision and practice in settings; this process will be rolled out to a range of settings by quality improvement officers and undertaken by nutritionists in Children Centres reviewing Children Centre food policy. HENRY is specialised training commissioned by Southwark PCT for health visitors to skill them in motivational interviewing on child obesity in under 5s (this may be carried out through their work in children centres, clinics and home visits).

Recommendation 6 (priority)
Develop initiatives which target parental obesity of both mothers and fathers as a priority.

Response
Parents in early years settings have been offered training to start up healthy activities including buggy walks. Parents are also being targeted from the top 10 schools for obesity to participate in Shop, Cook and Eat programmes, access physical activities and sport through Get Active London and MEND programmes which take a whole family approach to healthy weight.

Recommendation 7 (priority)
Undertake a pilot early years local weighing programme with a children's centre. Build on the Health Visitor practice of weighing children at 2 years and use this as a way of particularly targeting at risk parents and children and then signposting them to nutritional and exercise advice & programmes.

Response
We have established an early years healthy weight group which is exploring how to build on the measurement work health visitors already carry out; it is intended that this work is developmental, rather than a full programme, so is in keeping with the pilot idea in this recommendation.

Schools and the Universal Free School Meals

Recommendations for schools

Recommendation 8
Ensure a whole school approach to implementing the universal free school meals programme by involving all staff, children, parents, governors and the wider school community in developing a plan.

Response
A substantial amount of investment has been committed to improving the health of school children through the Free Healthy School Meals (FHSM) initiative which includes promoting whole-school approach. A programme has been developed offering whole school support to 10 schools initially.

Recommendation 9
Promote the uptake of school meals and nutrition based standards by working towards, or achieving, at least the Bronze Food for Life award and ideally the Silver award.

Response
Schools are encouraged to work towards Food for Life Partnership Awards. The FHSM programme includes the promotion of the nutrient and food based standards.

Recommendation 10 (priority)
Ensure that all primary and secondary school meals are nutritious and tasty at the point of delivery. Promote training for governors, who have responsibility for school meal provision.

Response
Governors are responsible for ensuring the meals provided meet the school food based standards and the nutrient standards for school lunch. However, Children's Services staff (governor training) and FHSM with staff from public health are providing training to governors. A session was delivered in November 2011 and another session is scheduled for June 2012.

Our schools are generally strong promoters of healthy eating and living, and the council strongly encourages where it can within the context of schools controlling their own budgets. For example, to support schools the council has developed a healthy school toolkit for headteachers and governors, which is accessible on the Southwark website.

Recommendation 11
Promote health literacy in schools throughout the curriculum, including PSHE classes.

Response
This is within the schools remit and Southwark schools are generally strong promoters of healthy eating and living, and the council strongly encourages where it can within the context of schools controlling their own budgets for example through the promotion of health literacy. Schools are offered support with health colleagues to develop a whole school approach to promoting health and wellbeing and advise schools on NICE Guidance on food and physical activity to support curriculum development. Healthy literacy is widely promoted and shared through the schools Change4Life network and Change4Life sports clubs.

Recommendation 12 (priority)
Make links between growing food, urban agriculture and nutritional education. Connect with local allotments and city farms. Grow food at the school.

Response
This is the responsibility of schools however through the FHSM programme, schools are advised how to ensure that lunches are nutritious, including encouraging schools to grow their own food and use sustainable food sources. They are encouraged to sign up to best practise programmes such as the Food for Life Partnership and follow sustainable practices.

The open spaces strategy expects proposals for new housing developments to include proposals to improve allotment provision or other food growing opportunities, especially in the north of the borough, as well as providing advice and support to promote urban agriculture.

Health have worked with Southwark Schools in Bloom programme to demonstrate links between food growing and good nutrition. Resources are available to share through Southwark Council and Southwark PCT website.

Recommendation 13 (priority)
Increase the quantity and quality of sport and physical activity throughout the school day including curriculum, lunchtime and after school.

Response
Within the context of schools controlling their own budgets, the council strongly encourages schools where it can to increase the quality and quantity of sport and physical activity throughout the school day.

The council has currently funded until April 2013, sports coaching and delivery in schools and within the community setting for 8-16 year olds. Sports coaching takes place within the school day (20-30 hours per week which includes after school organised games) and there are sessions on estates, youth centres and open spaces in early evening, school holidays and weekends.

All of the coaches have multiple industry recognised qualifications to deliver a wide range of sports for young people to participate in school and out. In addition to this the community sports development team are up skilling and working on building capacity with a number of voluntary sector organisations to deliver sport in schools. An example of this is the works being done with Peckham Pride basketball Club.

The community sport team will work with others to secure future funding and support.

Recommendation 14 (priority)
Provide at least 3 hours of sports provision and that includes a 45 minutes of constant cardio-vascular movement, through developing in house expertise or via Southwark's 'Superstar Challenge'. Time spent travelling to and from the activity should not be counted

Response
The community sport team own and deliver the Southwark Superstar Challenge Project. The Superstar Challenge is a specialist, successful yet resource heavy programme with outcomes based around health benefits, education and weight loss of young people. This is different to other projects which normally focus on attendances and participation targets.

Recommendation 15
Invest in training staff in coaching skills, through in house expertise, linking with outside expertise or via the Bacon's partnership.

Response
The council continues to invest in the skills of coaches and staff to ensure that they are able to deliver courses and activities which impact upon the health and wellbeing of young people.

Recommendation 16
Encourage active and outdoor play in schools during playtime.

Response
Through the Council and London Schools Sports Partnership programmes pupils are encouraged and coached in activities which can be transferred to the playgrounds during break times. The 'Superstar Challenge' is one of the best ways to educate pupils on the benefits and fun of leading an active and healthy lifestyle.

Recommendation 17 (priority)
Improve links with voluntary sports clubs and consider providing free or subsidised space and championing their activities

Response
Children's Services promote links between schools and voluntary groups and fund a wide range of activities through youth commissioning.

One of the main roles of the Community Sport Development Team is improve links with voluntary sports clubs, increase their capacity to deliver sport and deliver projects aimed at these clubs within the borough. Examples of such projects include national ('Sportivate' and 'Sports Makers'), regional ('Get Active London' and 'FreeSport') and local ('Legacy Makers') projects in addition to coordinating 'Proactive Southwark' the Community Sport and Physical Activity Network.

The Community Sports Team has an allocation of free or subsidised sports space at the leisure centres and Burgess Park Community Sport Centre which it works with the voluntary sector, Parks and Fusion to utilise and thus champion the activities of local clubs.

Work is also ongoing with a number of clubs housed at the Council's sports grounds. Assistance with funding, networking opportunities and training are a few examples of the work being carried out to ensure the sustainability of the clubs going forward.

Local Authority and Partners

Recommendation 18
Provide an option for schools to buy in the 'Superstars Challenge'; integrating the 'Superstars Challenge' with the free school meal offer may be an ideal opportunity to embed this initiative in schools.

Response
The Community Sport Team own and deliver the Southwark Superstar Challenge Project. The Superstars Challenge is a specialist, successful yet resource heavy programme with outcomes based around health benefits, education and weight loss of young people. This is different to other projects which normally focus on attendances and participation targets.

Recommendation 19 (priority)
Provide training for governors, who have responsibility for school meal provision, in ensuring tasty meals at the point of delivery, meeting high nutritional standards and an increasing uptake of school meals.

Response
Agreed. We will consider the option to offer governors training on healthy eating for schools to purchase in addition to that being offered in partnership with colleagues from health.

Recommendation 20
Promote the Food for Life standards to all schools.

Response
There has been substantial investment in improving the health of school children through the FHSM programme, which includes a Southwark council FHSM toolkit with guidance for all schools on how to work towards Food for Life Partnership Award.

Recommendation 21 (priority)
Provide an option for schools to buy in coaching from Bacon's College to enable teachers to gain the skills to become effective coaches and understand health literacy.

Response
Southwark's schools are generally strong promoters of healthy eating and living. All schools have the option to buy in the services of the London PE and Schools Sports Network based at Bacon's College (formally the Bacon's School Sports Partnership).

The Network is currently delivering a Change4Life health and wellbeing programme with primary schools and parental workshops on 'Health Literacy' are being delivered in June 2012.

Schools also have the opportunity to access a wealth of teacher training sessions to increase participation, improve skills and developed excellence for various age groups and abilities.

Recommendation 22 (priority)
Work with Bacon's College to ensure that the learning developed by the Bacon's Partnership Health and Wellbeing programme on health literacy is captured and available for schools to utilize though a pack, Inset day, or other suitable method.

Response
The Health and Wellbeing programme is integrated into a package of whole school support for 10 priority schools and delivered through Change4Life sports clubs in these schools. Information about the programme will be made available to all schools via webFronter.

Recommendation 23
Continue to maintain investment in MEND (Mind, Exercise, Nutrition, Do-it!) programme so that children can be referred to this from the child weighing programme, and in other ways.

Response
The NHS PCT Health Improvement Team are continuing to fund MEND which will run for at least this financial year and are working with the clinical commissioning group to secure sustainable funding.

Recommendation 24 (priority)
Promote partnership work between sports clubs and schools.

Response
There has been substantial investment in improving the health of school children through the FHSM programme, which includes promoting links between schools and sports clubs.

Olympic and Paralympics values are demonstrated through work plans with the Community Sport Team and the School Games programme. Work is underway to align the Inclusive and Active 2 strategy with sports club activities and physical activity promoted through the GET SET network and Change4Life in schools. Public Health, London South Bank University and Community Sports Team are developing a piece of work on behalf of Proactive Southwark to support schools and communities to better engage with and promote sports and physical activity offered by local groups and clubs via the online Get Active London directory. This will encourage schools and clubs to be aware of what each other are offering at a very local level.

Recommendation 25
Promote active travel - ensuring every school has a healthy travel plan that encourages active travel i.e. walking and cycling to school.

Response
The council's Sustainable modes of travel strategy 2011 sets out how the council plan to promote sustainable travel for children and young people in the borough and includes the objective 'Develop, implement and monitor travel plans in all schools and further education institutions.' By 2011, 104 schools in Southwark had completed a travel plan.

Recommendation 26
Provide pedestrian and cyclist training for schools.

Response
The Transport plan 2011 includes the policy: 'Continue to support improving skills and knowledge to travel sustainably'. Southwark offers free cycle training in schools to all primary school children (focused on year five and six pupils). In 2010/11 507 students were trained at school and a further 117 children / young people were trained as part of the general cycle training programme. The council also offers free pedestrian training to schools and in 2010/11 training was delivered at 41 schools reaching over 2,000 students.

Recommendation 27
Promote a greater understanding of health through the child weighing programme. Consider screening more effectively for metabolic health by working with school nurses to develop other measures, such as waist measurements. Seek to create a dialogue on this.

Response
We have established an early years healthy weight group which is exploring how to build on the measurement work health visitors already carry out. An initial view on the recommendation to expand the child measurement programme to include screening for metabolic health - there is limited scope to expand, although consideration will be given to providing follow-up screening for older children (i.e. year 6) for early onset type 2 diabetes and other obesity-related conditions

Recommendation 28 (priority)
Provide schools with details of urban agriculture opportunities including links to allotments and city farms and information on how to link this to nutritional education and physical activity.

Response
The open spaces strategy expects proposals for new housing developments to include proposals to improve allotment provision or other food growing opportunities, especially in the north of the borough, as well as providing advice and support to promote urban agriculture.

Recommendation 29 (priority)
Evaluate the Universal Free Healthy School Meals programme effectively. There is an international and national need for research that helps identify effective methods to reduce health inequalities and childhood obesity; and that tracks the cost and outcomes of programmes.

Response
The programme's evaluation framework has three main aims:
1. To evaluate the impact of the FHSM programme on the take up of school meals.

2. To evaluate the contribution of the programme to tackling the high levels of childhood obesity.
3. To evaluate the contribution of the programme in mitigating the effects of child poverty, with particular focus on those children newly identified as eligible for a government free school meal as a result of the programme.

Nutrition

Recommendation 30 (priority)
Create a healthier environment for our children and young people by restricting the licensing of new hot food takeaways (A5) that sell low nutrient, calorie dense food e.g. within 400m boundary or 10min walking distance of schools, children's centres, youth-centred facilities. High concentrations of fast food outlets are currently in Peckham town centre, Queens Road Peckham, Walworth Road.

Response
The planning department is currently consulting on the proposal that the proportion of units which are hot food takeaways (A5 Use Class) does not rise above 5% in the Peckham town centre and Nunhead local centre protected shopping frontages. In addition:

- No more than two A5 units should be located adjacent to each other and;
- No less than two-non A5 units should be located between a group of hot food takeaways.

It is also consulting on the proposal to establish a 400 metre exclusion zone for new hot food takeaway use around secondary schools in the area action plan area.

Recommendation 31 (priority)
Support the development of a greater diversity of local food outlets that sell healthy food, particularly near schools after school so children have better options.

Response
Within planning regulations we encourage diversity of food outlets and the establishment of 'healthy food' businesses but within limited powers – unfortunately we cannot control nature of business once planning permission is obtained.

Recommendation 32
Restrict or place conditions on the licensing of cafes and other food outlets that mainly or exclusively sell food high in calories and low in nutrients. Consider particularly rigorous conditions when outlets are near schools and open during lunch hour or after school.

Response
We have no powers to restrict new hot food takeaways. We are committed to promoting healthy food outlets and environmental health officers visit approximately 1,000 premises per year and are currently promoting the Healthier Catering Commitment. The Healthier Catering Commitment is a voluntary scheme for food outlets in London based on the principle that small changes can make a big difference. The scheme is being piloted across twenty Boroughs in London (including Southwark) by catering businesses in partnership with environmental health and public health teams.

Recommendation 33 (priority)
Use planning and other methods at the local authority's disposal, to promote the establishment of businesses that make available healthy food. For example groceries, market stalls, food cooperatives and supermarkets that sell fruits and vegetables, whole foods etc.

Response
As part of the Markets and Street Trading strategy the council is committed to improve existing and identify new trading areas that include healthy food and vegetable pitches that meet the demographic and economic requirements of the local community.

Recommendation 34
Redefine food safety standards to reflect current threats to health and use environmental health officers to promote healthier eating.

Response
Public health nutritionists continue working with the Environmental health officer to supplement the current health and safety checks with the Healthier Catering Commitment programme, a London wide scheme promoting healthier takeaway meals in line with healthier catering commitments guidelines for London. So far eleven businesses have signed up and eight have been awarded the Healthier Catering Commitment certificate.

Recommendation 35 (priority)
Set high standards of nutrition in public spaces e.g. schools, offices, sports centres, day centres and libraries.

Response
School governors are responsible for ensuring that nutritional standards are met at schools and they have been supported by the Public health nutritionist and the FHSM programme. Some sports centres have been engaged through the Healthier Catering Commitment scheme and so far Camberwell and Dulwich leisure centres have been awarded the Healthier Catering Commitment certificate. Early years nutrition team have been working in libraries to support families around nutrition.

Urban Agriculture

Recommendation 36 (priority)
Promote urban agriculture, for example allotments and city farms. Use the planning process and spatial documents to help this.

Response
Strategic policy 11 of the Council's adopted Core Strategy sets out the council's approach to improving, protecting and maintaining a network of open spaces and green corridors that will provide food growing opportunities. The council does this by continuing to protect important open spaces, including allotments from inappropriate development. The council also promotes green corridors, gardens and local food growing in new development. The draft open space strategy sets out further guidance on the use of open spaces for allotments and community food growing.

Public Health have funded five Estates to develop growing spaces within the estate for mixed use (flowers and food growing) as part of the Olympic Health activities.

Physical activity and sport

Recommendation 37 (priority)
Continue with the Southwark Community Games wider programme. Ensure it is additionally targeted at very precise areas of population in local neighbourhoods.

Response
The Council continues to fund the Southwark Community Games (secure to March 2013 with no drop in provision this year). The Team work with the Safer Southwark Partnership, neighbourhood Housing Associations and youth services to identify where their coaching programme can be most beneficial and have the most impact. An example of this is working on an estate such as Fours Squares in Bermondsey. This was identified by the community safety team as an area of high anti social behaviour. This led to a Fun Day being held on the estate in April 2012 which was very well attended (400 people) and many young people were signed up to a range of activities such as sport and arts.

Recommendation 38
Continue to use the LBS Olympic brand to promote physical activity and sport.

Response
There are a number of events and programmes that are being delivered by the Council this summer which maximise the interest in sport and physical activity that the Olympics and Paralympics is renowned for generating. The Community Sport Team and Fusion are involved in a number of events and projects which aim to tap into this and ensure that people are signposted to the right activity or facility. The Community Sport Team are currently working on 7 Olympic related work strands such as delivering 10 community Olympic Events (Boundless Festival, Dulwich Parkrun), The London Youth Games and Olympic Values Teaching Resource aimed at yr5 and 6 primary school to name but a few. Fusion are also delivering their Olympic and Paralympics events programme which include The Leisure Passport Scheme and Olympic challenges programme.

Recommendation 39 (priority)
Collate information on Southwark wide provision of sports and physical activity and publish this widely. Ensure the public can easily access information on provision by Southwark Council, leisure providers, voluntary clubs and private sector providers. Enable this to be accessed on the website and through other portals, using available resources. Link with the LBS Olympic brand.

Response
The Get Active London 'widget' is now live on the Southwark website and the Community Sport Team and Southwark NHS are encouraging local clubs and organisations to provide information on this website for the local community. Southwark is currently topping the table compared with other London boroughs for the number of activities which can be found on the Southwark part of the Get Active website (approx 700 activities), meaning that there is a wealth of information for residents to tap into. The site received 2689 hits last year and the team are working to increase this by 25% this year.

The Community Sport Team along with the Southwark NHS Public Health Team, also have a remit to communicate both the Get Active Portal programme and Change4Life. The mechanism used to do this is through the Southwark ProActive Community Sport and Physical Activity Network, which is a quarterly meeting with all partners across the borough who work within or with the sport and physical

activity sector which includes community and voluntary organisations. Through this network the Council have committed further resources to promote these programmes and the project is in developmental stages.

In addition, work is ongoing in a number of other areas to develop increased awareness of sport and physical activity opportunities across the borough. Some of which include regular reviews of the sports and leisure centre webpages, introduction of the Community Sport monthly news letter, regular links with publications such as Southwark Life and frequent press releases.

Recommendation 40 (priority)
Continue to support the capacity of voluntary sectors organizations and facilitate partnership building, within available resources. Help champion local sports clubs.

Response
The main way in which the Council facilitates partnership building is through the coordination of the 'Proactive Southwark' Community Sport and Physical Activity Network. This is attended by all partners across the borough who work within the Sport and Physical Activity sector including community and voluntary organisations. There are also a number of sub groups which tackle specific areas such as disability sport.

The Community Sport Team coordinates and delivers national projects aimed at voluntary sports clubs within the borough such as 'Sportivate' and 'Sports Makers' which provide funding and volunteer training. Also regional projects such as 'Get Active London' and 'FreeSport' which provide a network of activities as well as local projects such as 'Legacy Makers'.

In addition to this Fusion's Community Sport Manager also works with a number of local organisations and Council Departments (for example Contact a Family, National Governing Bodies for Sport and Looked After Children)

Recommendation 41 (priority)
Prioritise the maintenance and provision of sports facilities in parks and green spaces, particularly green spaces in deprived areas. Where possible increase the provision of outside gyms and other sports facilities. Ensure good urban design so that spaces feel safe and are located near transport hubs.

Response
The council already widely promotes sport in parks and open spaces including developing ten outdoor gyms and outdoor table tennis as well as upgrading sports pitches and facilities across the borough's parks.

Strategic policy 11 of the council's adopted Core Strategy sets out in further detail the council's approach to improving, protecting and maintaining a network of open spaces and green corridors that will provide sport and leisure opportunities. The council will do this by continuing to protect important open spaces, including sports grounds from inappropriate development. It will also require new developments to provide space for children's play, gardens and other green areas and helping to improve the quality of and access to open spaces and trees, particularly in areas deficient in open space.

The draft open space strategy sets out further guidance on the current provision of sports facilities in the borough. The document also sets out how the council will seek to improve the quantity and quality of open spaces in the borough, including through measures such as improved safety and accessibility.

The draft open space strategy can be found on our website at; http://www.southwark.gov.uk/info/856/planning_policy/2535/open_space_strategy

Recommendation 42 (priority)
Maintain Peckham Pulse to a high standard.

Response
Standards are continually improving as a result of regular monitoring and performance review of the centre according to the terms and condition of our contract with Fusion. There is currently an ongoing programme of planned maintenance and a capital bid for improvement works to the centre.

Officers continue to work with Fusion to increase participation and improve access to the centre for young people. The contract as a whole increased visits by young people by 15% in 2011/12.

Recommendation 43
Promote a diverse range of sports, particularly for women.

Response
Through projects such as the 'Us Girls' initiative the community sports team delivers a number of women's only sessions to encourage sports participation by this target group. These range from more typical activities such as aerobics to football session with Millwall Community Scheme.

Recommendation 44
Ensure that Fusion invests in lifeguard training for women, as a priority, so it can ensure that it only uses female lifeguards for its women-only swim sessions. Once this has been achieved Fusion should promote this widely.

Response
Fusion continue to proactively aim to recruit female lifeguards. Fusion have at various intervals in the contract offered free National Pool Lifeguard Courses for women with a view of employing candidates upon successful completion of the course. It is an area that is being monitored.

Recommendation 45 (priority)
Ensure universal sports provision is accessible for disabled people

Response
The Council has a number of tools and structures in place to ensure that the services we provide are accessible to disabled people. At a policy level, as part of the wider ProActive network, the Southwark Disability sub group (includes a number of organisations working with people with disabilities) meet on a quarterly basis with the aim of sharing information and improving access to physical activity.

Other ongoing work includes improving access to facilities through the investing in leisure programme and the development of services within each leisure centre by the centre's Disability Champion.

Additionally the Community Sports Team deliver multi sports session at Southwark College, a disability programme of events at the London Youth Games and special inclusive events celebrating the Paralympics such as Boundless.

Recommendation 46
Ensure planning applications for new developments always prioritises the need for people (including those whose mobility is impaired) to be physically active as a routine part of their daily life.

Response
The Council has are a number of tools and structures in place to ensure that the services we provide are accessible to disabled people. At a policy level, as part of the wider ProActive network, the Southwark Disability sub group (which includes a number of organisations working with people with disabilities) meet on a quarterly basis with the aim of sharing information and improving access to physical activity.

Other ongoing work includes improving access to facilities through the investing in leisure programme and the development of services within each leisure centre by the centre's Disability Champion.

Additionally the Community Sports Team deliver multi sports session at Southwark College, a disability programme of events at the London Youth Games and special inclusive events celebrating the Paralympics such as Boundless.

Recommendation 47
Ensure pedestrians, cyclists and users of other modes of transport that involve physical activity are given the highest priority when developing or maintaining streets and roads.

Response
Policy 7.1 of the Council's Transport Plan supports a road user hierarchy that places pedestrians at the top followed by cyclists.

Recommendation 48
Plan and provide a comprehensive network of routes for walking, cycling and using other modes of transport involving physical activity; particularly in deprived areas.

Response
Strategic policy 2 of the council's adopted Core Strategy sets out the council's approach to encouraging walking, cycling and the use of public transport rather than travel by car. The council will do this by planning places and development to reduce the need to travel and to support priority for active modes of travel, whilst maximising the use of public transport and minimising car use. The council will direct large developments to areas that are very accessible by walking, cycling and public transport and improve access to mixed use town and local centres.

The council's draft open space strategy also promotes a network of green links across the borough and will take this forward through the forthcoming Local Plan documents.

Recommendation 49
Ensure public open spaces and public paths can be reached on foot, by bicycle and using other modes of transport involving physical activity.

Response
Strategic policy 11 of the Council's adopted Core Strategy sets out the council's approach to improving, protecting and maintaining a network of open spaces and green corridors that will provide sport and leisure opportunities. The council will do this by requiring new developments to improve access to open spaces and trees, particularly in areas deficient in open space.

The council's draft open space strategy sets out further guidance on how we will improve the accessibility of our protected open spaces. The draft open space strategy can be found on the website at;
http://www.southwark.gov.uk/info/856/planning_policy/2535/open_space_strategy

Policy 4.1 of the Council's Transport Plan supports the promotion of active lifestyles and recognises the value in public spaces as a way of doing this as well as supporting the update of active modes of travel.

The transport plan also notes 'Southwark benefits from many small parks, green spaces and quiet side streets and these have the potential to be developed as 'green links', providing an attractive alternative to our main traffic routes. Small scale improvements can make a real difference and we are working with local communities to identify how we can create more opportunities for local walking and cycling trips in their neighbourhoods.'

Recommendation 50
Promote walking and cycling and other modes of transport involving physical activity in spatial planning documents; particularly in deprived areas.

Response
Strategic policy 11 of the Council's adopted Core Strategy sets out the council's approach to improving, protecting and maintaining a network of open spaces and green corridors that will provide sport and leisure opportunities. The council will do this by requiring new development to improve access to open spaces and trees, particularly in areas deficient in open space.

The council's draft open space strategy sets out further guidance on how it will improve the accessibility of our protected open spaces including providing a network of green links across the borough. The draft open space strategy can be found on our website at;
http://www.southwark.gov.uk/info/856/planning_policy/2535/open_space_strategy

The council will also include more detailed policies in protecting and improving open spaces in our area based documents such as the Peckham and Nunhead Area Action Plan.

Recommendation 51
Incorporate active design codes in neighbourhood planning, housing strategies and building codes.

Response
Strategic Policy 12 of the Council's adopted Core Strategy sets out our approach to achieving the highest possible standards of design for buildings and public spaces. The council will do this by expecting development to conserve or enhance Southwark's historic environment and requiring tall buildings to have an exemplary standard of design. The council will continue to use the Southwark Design Review Panel to assess the design quality of development proposals. The council will continue to require Design and Access Statements with applications and encouraging Building for Life Assessments and heritage impact assessments.

The council have more specific design policies set out in the Southwark Plan 2007 which are used to determine planning applications including policy 3.12 Quality in design, policy 3.13 Urban design, policy 3.14 Designing out crime.

The council have detailed and area-specific design policies and guidance in documents such as the draft Peckham and Nunhead Area Action Plan and the adopted Elephant and Castle Supplementary Planning Document (SPD).

The Residential Design Standards SPD contains guidance on housing design and we encourage developers to use design codes and principles such as Building for Life and Secured by Design.

Working with residents at greater risk

Recommendation 52
Enhance healthier eating knowledge and behaviour amongst at risk populations, working with relevant geographic and ethnic communities.

Response
This is being addressed through our Healthy Weight Strategy; we work to enhance awareness with at-risk groups. BME community groups are currently being targeted via faith communities to specifically address West African diet and lifestyle, and also working with the British Heart Foundation to target BME women (e.g. Coin St 'Heart Felt' conference in May 2011 engaged 120 BME women). Regular nutrition support is made available to Southwark Muslim Women's Association and community groups working in areas with greatest health inequalities.

Recommendation 53 (priority)
Support people with learning disabilities and mental ill-health, as well as the carers and staff that work with them to encourage healthy eating and physical activity.

Response
Through our Healthy Weight Strategy; we work to support people with learning disabilities and/or mental ill-health. We are currently researching learning difficulties specific resources, and designed bespoke training and support for carers and adults with learning disabilities.

Working with the whole population

Recommendation 54
When refreshing Southwark's Healthy Weight strategies, consider evidence from the whole community approach, from France, EPODE ('Ensemble, Prévenons l'Obésité Des Enfants', or 'Together, Let's Prevent Childhood Obesity') and incorporate that where relevant and possible.

Response
Agreed. The evidence from EPODE will be considered when the Healthy Weight Strategy is revised.

Recommendation 55 (priority)
Ensure that links between Southwark's 'Healthy Weight Strategy'; Physical Activity Strategy and Food Strategy are made so that initiatives are mutually strengthening.

Response
Agreed. There are links between these strategies to ensure the various initiatives make a positive impact.

Community impact statement

12. The responses to the recommendations detailed in this report and the action plan apply to many sections of the community. A great deal of work is being carried out by the council and its partners to ensure that children, young people and their parents from diverse sections of the community are encouraged and supported to lead healthy lives.

Resource implications

13. No additional resources are being requested to deliver the recommendations of this report.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities, Law & Governance

14. This report requests that cabinet notes and agrees the response to the recommendations set out under paragraph 11 and the Action Plan contained within Appendix 1. With the exception of those which fall outside the council's direct control, the adoption of some of the recommendations and any initiatives and actions relating to them may, in due course give rise to some particular legal implications, in respect of which appropriate advice should be sought and obtained from the Strategic Director of Communities, Law & Governance as required.

15. The decision to adopt the recommendations is one of a number of matters expressly reserved to the cabinet for decision under the council constitution and is consistent with national and corporate policy objectives.

Finance Director

16. The financial implications are set out in paragraph 13 above.

REASON FOR URGENCY

17. In accordance with the overview and scrutiny procedure rules set out in the Council's constitution, the Cabinet shall consider and provide a written response to a scrutiny sub-committee's report within 2 months. The scrutiny report was considered by cabinet at its meeting on 17 April 2012.

REASONS FOR LATENESS

18. It was not possible to circulate this report 5 clear working days in advance of the meeting because of the need for consultation over the cross-cutting issues covering other cabinet portfolio areas.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Education and Children's Services Scrutiny Sub-Committee meeting papers and minutes	160 Tooley Street SE1 2QH	Scrutiny Team

APPENDICES

No.	Title
Appendix 1	Recommendations from review of childhood obesity and sports provision Action Plan 2012/13

AUDIT TRAIL

Cabinet Member	Dora Dixon-Fyle, Cabinet Member for Children's Services
Lead Officer	Romi Bowen, Strategic Director, Children's Services
Report Authors	Natasha Sharmah, Policy Officer
Version	Final
Dated	12 June 2012
Key Decision?	No

CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	**Comments Sought**	**Comments included**
Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Director	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Officer		12 June 2012

Childhood Obesity and sports provision Action Pan 2012-2013

APPENDIX 1

Recommendations from review of childhood obesity and sports provision Action Plan 2012/13

No.	Recommendation	Owner	Target date	RAG Assessment
	Early Years			
1.	Implement NICE guidance (2010) for maternal obesity 'Weight management for before and after pregnancy'. Local authority leisure and community services should offer women with babies and children the opportunity to take part in a range of physical or recreational activities, that are affordable, accessible, with provision made for women who wish to breastfeed and, where possible, crèche provision.	Early Intervention and Prevention team/Health improvement team	Ongoing	**On target**
2.	Develop and implement consistent healthy eating and physical activity policies across Southwark Children's Centers and other early year's settings including child minders, private and voluntary nurseries that promote breastfeeding and ensure compatibility with the Early Years Foundation Stage Framework and Caroline Walker Trust nutrition guidelines.	Early Intervention and Prevention team/Health improvement team	Ongoing	**On target**
3.	Develop and carefully promote courses using professional chefs on cooking, shopping and nutrition through aspirational marketing to appeal to parents and carers in Sure Start Children's Centres and other early years' settings.	Early Intervention and Prevention team/Health improvement team	Ongoing	**Amber**
4.	Encourage all nursery staff, including catering staff, to attend under 5's physical activity and nutrition training to support implementation of policies. Extend also to anyone caring for a child under 5.	Early Intervention and Prevention team/Health improvement team	Ongoing	**On target**
5.	Implement the 'Eat better, Start better' or HENRY programme in Sure Start Children's Centres, and other early years' settings, and ensure it is embedded in early years' practice.	Early Intervention and Prevention team/Health improvement team	Ongoing	**On target**
6.	Develop initiatives which target parental obesity of both mothers and fathers as a priority	Health improvement team	Ongoing	**On target**
7.	Undertake a pilot early years local weighing programme with a children's centre. Build on the Health Visitor practice of weighing children at 2 years and use this as a way of particularly targeting at risk parents and children and then signposting them to nutritional and	Early Intervention and Prevention team/Health improvement team	Ongoing	**On target**

Childhood Obesity and sports provision Action Pan 2012-2013

No.	Recommendation	Owner	Target date	RAG Assessment
	exercise advice & programmes.			
	Schools and the universal free school meals			
8.	Ensure a whole school approach to implementing the universal free school meals programme by involving all staff, children, parents, governors and the wider school community in developing a plan.	Free-School Meal project team/Health Improvement Team	Ongoing	**On target**
9.	Promote the uptake of school meals and nutrition based standards by working towards, or achieving, at least the Bronze Food for Life award and ideally the Silver award.	Free-School Meal project team	Ongoing	**On target**
10.	Ensure that all primary and secondary school meals are nutritious and tasty at the point of delivery. Promote training for governors, who have responsibility for school meal provision	Free-School Meal project team/Health Improvement Team	Ongoing	**No control**
11.	Promote health literacy in schools throughout the curriculum, including PSHE classes.	Free-School Meal project team/Health Improvement Team	Ongoing	**No control**
12.	Make links between growing food, urban agriculture and nutritional education. Connect with local allotments and city farms. Grow food at the school.	Free-School Meal project team	Ongoing	**No control**
13.	Increase the quantity and quality of sport and physical activity throughout the school day including curriculum, lunchtime and after school.	Sports and Leisure Services Team	Ongoing	**No control**
14.	Provide at least 3 hours of sports provision and that includes a 45 minutes of constant cardio-vascular movement, through developing in house expertise or via Southwarks 'Superstar Challenge'. Time spent travelling to and from the activity should not be counted	Sports and Leisure Services Team	31/3/2014	**No control**
15.	Invest in training staff in coaching skills, through in house expertise, linking with outside expertise or via the Bacon's partnership.	Sports and Leisure Services Team	Ongoing	**No control**
16.	Encourage active and outdoor play in schools during playtime.	Sports and Leisure Services Team	Ongoing	**No control**
17.	Improve links with voluntary sports clubs and consider providing free or subsidised space and championing their activities	Sports and Leisure Services Team	Ongoing	**On target**
	Local Authority and Partners			
18.	Provide an option for schools to buy in the 'Superstars Challenge'; integrating the 'Superstars Challenge' with the free school meal offer	Sports and Leisure Services Team/Health	Ongoing	**On target**

Childhood Obesity and sports provision Action Pan 2012-2013

No.	Recommendation	Owner	Target date	RAG Assessment
	may be an ideal opportunity to embed this initiative in schools.	Improvement Team		
19.	Provide training for governors, who have responsibility for school meal provision, in ensuring tasty meals at the point of delivery, meeting high nutritional standards and an increasing uptake of school meals.	Free-School Meal project team/Health Improvement Team	Ongoing	**Amber**
20.	Promote the Food for Life standards to all schools.	Free-School Meal project team/Health Improvement Team	Ongoing	**On target**
21.	Provide an option for schools to buy in coaching from Bacon's College to enable teachers to gain the skills to become effective coaches and understand health literacy.	Sports and Leisure Services Team	Ongoing	**On target**
22.	Work with Bacon's College to ensure that the learning developed by the Bacon's Partnership Health and Wellbeing programme on health literacy is captured and available for schools to utilize though a pack, Inset day, or other suitable method.	Sports and Leisure Services Team/Health Improvement Team	Ongoing	**On target**
23.	Continue to maintain investment in MEND (Mind, Exercise, Nutrition, Do-it!) programme so that children can be referred to this from the child weighing programme, and in other ways	Sports and Leisure Services Team/Health Improvement Team	Ongoing	**On target**
24.	Promote partnership work between sports clubs and schools.	Sports and Leisure Services Team	Ongoing	**On target**
25.	Promote active travel - ensuring every school has a healthy travel plan that encourages active travel i.e. walking and cycling to school.	Transport Team	Ongoing	**On target**
26.	Provide pedestrian and cyclist training for schools.	Transport Team	Ongoing	**On target**
27.	Promote a greater understanding of health through the child weighing programme. Consider screening more effectively for metabolic health by working with school nurses to develop other measures, such as waist measurements. Seek to create a dialogue on this.	Health Improvement Team	Ongoing	**On target**
28.	Provide schools with details of urban agriculture opportunities including links to allotments and city farms and information on how to link this to nutritional education and physical activity.	Health Improvement Team	Ongoing	**On target**
29.	Evaluate the Universal Free School Meals programme effectively. There is an international and national need for research that helps identify effective methods to reduce health inequalities and childhood obesity; and that tracks the cost and outcomes of programmes.	Free-School Meal project team/Health Improvement Team	Ongoing	**On target**

Childhood Obesity and sports provision Action Pan 2012-2013

No.	Recommendation	Owner	Target date	RAG Assessment
	Nutrition			
30.	Create a healthier environment for our children and young people by restricting the licensing of new hot food takeaways (A5) that sell low nutrient, calorie dense food e.g. within 400m boundary or 10min walking distance of schools, children's centres, youth-centered facilities. High concentrations of fast food outlets are currently in Peckham town centre, Queens Road Peckham, Walworth Road.	Planning team	Ongoing	**On target**
31.	Support the development of a greater diversity of local food outlets that sell healthy food, particularly near schools after school so children have better options.	Planning team/ Environment Health and Trading Standards Team	Ongoing	**On target**
32.	Restrict or place conditions on the licensing of cafes and other food outlets that mainly or exclusively sell food high in calories and low in nutrients. Consider particularly rigorous conditions when outlets are near schools and open during lunch hour or after school.	Licensing Team/Environment Health and Trading Standards Team	31/03/2014	**Red**
33.	Use planning and other methods at the local authority's disposal, to promote the establishment of businesses that make available healthy food. For example groceries, market stalls, food cooperatives and supermarkets that sell fruits and vegetables, whole foods etc.	Planning team	31/03/2014	**Red**
34.	Redefine food safety standards to reflect current threats to health and use environmental health officers to promote healthier eating.	Health Improvement Team/Environment Health and Trading Standards Team	Ongoing	**On target**
35.	Set high standards of nutrition in public spaces e.g. schools, offices, sports centres, day centres and libraries.	Free School Meals Programme Team/Health Improvement Team	31/03/2014	**Amber**
	Urban Agriculture			
36.	Promote urban agriculture, for example allotments and city farms. Use the planning process and spatial documents to help this.	Planning and Transportation team/Health Improvement Team	Ongoing	**On target**
	Physical activity and sport		Ongoing	**On target**
37.	Continue with the Southwark Community Games wider programme. Ensure it is additionally targeted at very precise areas of population in local neighbourhoods.	Sports and Leisure Services Team	Ongoing	**On target**
38.	Continue to use the LBS Olympic brand to promote physical activity and sport.	Sports and Leisure Services Team	Ongoing	**On target**

Childhood Obesity and sports provision Action Pan 2012-2013

No.	Recommendation	Owner	Target date	RAG Assessment
39.	Collate information on Southwark wide provision of sports and physical activity and publish this widely. Ensure the public can easily access information on provision by Southwark Council, leisure providers, voluntary clubs and private sector providers. Enable this to be accessed on the website and through other portals, using available resources. Link with the LBS Olympic brand.	Sports and Leisure Services Team/Health Improvement Team	Ongoing	**On target**
40.	Continue to support the capacity of voluntary sectors organizations and facilitate partnership building, within available resources. Help champion local sports clubs	Sports and Leisure Services Team/Health Improvement Team	Ongoing	**On target**
41.	Prioritise the maintenance and provision of sports facilities in parks and green spaces, particularly green spaces in deprived areas. Where possible increase the provision of outside gyms and other sports facilities. Ensure good urban design so that spaces feel safe and are located near transport hubs.	Planning and Transportation team	Ongoing	**On target**
42.	Maintain Peckham Pulse to a high standard.	Sports and Leisure Services Team	Ongoing	**On target**
43.	Promote a diverse range of sports, particularly for women.	Sports and Leisure Services Team	31/3/2014	**On target**
44.	Ensure that Fusion invests in lifeguard training for women, as a priority, so it can ensure that it only uses female lifeguards for its women-only swim sessions. Once this has been achieved Fusion should promote this widely.	Sports and Leisure Services Team	Ongoing	**Amber**
45.	Ensure universal sports provision is accessible for disabled people	Sports and Leisure Services Team	Ongoing	**On target**
46.	Ensure planning applications for new developments always prioritises the need for people (including those whose mobility is impaired) to be physically active as a routine part of their daily life.	Planning and Transportation team	Ongoing	**On target**
47.	Ensure pedestrians, cyclists and users of other modes of transport that involve physical activity are given the highest priority when developing or maintaining streets and roads.	Planning and Transportation team	Ongoing	**On target**
48.	Plan and provide a comprehensive network of routes for walking, cycling and using other modes of transport involving physical activity; particularly in deprived areas.	Planning and Transportation team	Ongoing	**On target**
49.	Ensure public open spaces and public paths can be reached on foot,	Planning and	Ongoing	**On target**

Childhood Obesity and sports provision Action Pan 2012-2013

No.	Recommendation	Owner	Target date	RAG Assessment
	by bicycle and using other modes of transport involving physical activity.	Transportation team		
50.	Promote walking and cycling and other modes of transport involving physical activity in spatial planning documents; particularly in deprived areas.	Planning and Transportation team	Ongoing	**On target**
51.	Incorporate active design codes in neighbourhood planning, housing strategies and building codes.	Planning and Transportation team	Ongoing	**On target**
52.	Enhance healthier eating knowledge and behaviour amongst at risk populations, working with relevant geographic and ethnic communities.	Health Improvement Team	Ongoing	**On target**
53.	Support people with learning disabilities and mental ill-health, as well as the carers and staff that work with them to encourage healthy eating and physical activity.	Health Improvement Team	Ongoing	**On target**
	Working with the whole population			
54.	When refreshing Southwark's Healthy Weight strategies, consider evidence from the whole community approach, from France, EPODE ('Ensemble, Prévenons l'Obésité Des Enfants', or 'Together, Let's Prevent Childhood Obesity') and incorporate that where relevant and possible.	Health Improvement Team	Ongoing	**Amber**
55.	Ensure that links between Southwark's 'Healthy Weight Strategy'; Physical Activity Strategy and Food Strategy are made so that initiatives are mutually strengthening.	Health Improvement Team	Ongoing	**On target**

This page is intentionally blank

EDUCATION & CHILDREN'S SERVICES
MUNICIPAL YEAR 2014-15

AGENDA DISTRIBUTION LIST (OPEN)

NOTE: Original held by Scrutiny Team; all amendments/queries to Julie Timbrell Tel: 020 7525 0514

Name	No of copies
Sub-Committee Members	
Councillor Jasmine Ali (Chair)	1
Councillor Lisa Rajan (Vice-Chair)	1
Councillor Evelyn Akoto	1
Councillor Anne Kirby	1
Councillor James Okosun	1
Councillor Kath Whittam	1
Councillor Kieron Williams	1
Reserves	
Councillor Catherine Dale	1
Councillor Lucas Green	1
Councillor Sunny Lambe	1
Councillor Rosie Shimell	1
Councillor Charlie Smith	1
(Two vacancies)	
Education Representatives	
Revd Nicholas Elder	1
Lynette Murphy O'Dwyer	1
Abdul Raheem Musa	1
George Ogbonna	1
Other Members	
Councillor Victoria Mills	1

Name	No of copies
Council Officers	
Jim Crook, Interim Strategic Director of Children's & Adults Services	1
Shelley Burke, Head of Overview & Scrutiny	1
Sarah Feasey, Legal Services	1
Eleanor Parkin, Policy Officer, Children's & Adults' Services	1
Rory Patterson, Director, Children's Social Care, Children's & Adults' Services	1
Kerry Crichlow, Director Strategy & Commissioning, Children's & Adults' Services	1
Elaine Allegretti, Head of Strategy, Planning and Performance, Children's & Adults' Services	1
Merrill Haeusler, Director of Education, Children's & Adults' Services	1
Yolanda Houston, Headteachers Executive Business Manager	1
Chris Page, Principal Cabinet Assistant	1
Aine Gallagher, Labour Political Assistant	1
William Summers, Liberal Democrat Political Assistant	1
Julie Timbrell, Scrutiny Team SPARES	10
Total:	39

Dated: June 2014